*City of*

# Lake Forest



# GENERAL PLAN

All graphics have been updated to reflect Annexation 01-01A.

# CITY OF LAKE FOREST

# GENERAL PLAN

## REVISED EDITION

## JULY 2001

## CONSULTANTS TO THE CITY IN PREPARATION OF THE GENERAL PLAN


COTTON/BRIDGES/ASSOCIATES
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| | |
|---|---|
| Austin-Foust Associates | Circulation |
| RJM Design Group | Parks and Recreation |
| J.J. Van Houten and Associates | Noise |
| Yaghoubian Flores Associates | Background Documentation |
| Hintz & Balvin | Public Outreach |
| California Survey Research | Community Survey |

# RECORD OF GENERAL PLAN AMENDMENTS

| General Plan Amendment Number | Elements Amended | Subject of Amendment | Date of Amendment |
|---|---|---|---|
| 94-01 | Land Use Element | Non-Residential Designations - Commercial - allowance for other uses | July 11, 1995 |
| | Land Use Element | Non-Residential Designations - Professional Office - allowance for other uses | July 11, 1995 |
| | Land Use Element | Non-Residential Designations - Light Industrial - allowance for other uses | July 11, 1995 |
| | Safety and Noise Element | Interior and Exterior Noise Standards - religious institutions | July 11, 1995 |
| | Safety and Noise Element | Noise/Land Use Compatibility Matrix | July 11, 1995 |
| 95-01 | Safety and Noise Element | Consistency with AELUP | May 16, 1995 |
| | Implementation Program | Consistency with AELUP | May 16, 1995 |
| 96-01 | Land Use Element | Reclassification of mineral resource area by the State Department of Conservation from MRZ-3 to MRZ-2 for PCC-grade aggregate. | October 29, 1996 |
| | Recreation and Resources Element | Reclassification of mineral resource area by the State Department of Conservation from MRZ-3 to MRZ-2 for PCC-grade aggregate. | October 29, 1996 |
| | Implementation Program | Mineral Resource Conservation and Management | October 29, 1996 |
| 97-01 | Land Use Element | Land annexation | December 22, 1997 |
| | Land Use Element | Land annexation | December 22, 1997 |

# RECORD OF
# GENERAL PLAN AMENDMENTS

| General Plan Amendment Number | Elements Amended | Subject of Amendment | Date of Amendment |
|---|---|---|---|
| 97-01 (Continued) | Recreation and Resources Element | Land annexation | December 22, 1997 |
| | Recreation and Resources Element | Park acreage based on parkland standard. | December 22, 1997 |
| | Recreation and Resources Element | Addition of parkland | December 22, 1997 |
| | Recreation and Resources Element | Projected park acreage required based on projected population. | December 22, 1997 |
| | Recreation and Resources Element | Natural Resources protection | December 22, 1997 |
| | Recreation and Resources Element | Preservation of mineral resources for current and future development | December 22, 1997 |
| | Public Facilities/ Growth Management Element | Land annexation | December 22, 1997 |
| 98-01 | Land Use Element | Land acreage changes | March 9, 1998 |
| 00-01 | Introduction | Land annexation | May 2, 2000 |
| | Land Use Element | Land annexation | May 2, 2000 |
| | Land Use Element | Land use changes | May 2, 2000 |
| | Land Use Element | Business Development Overlay | May 2, 2000 |
| | Circulation Element | Land annexation | May 2, 2000 |
| | Circulation Element | Land use changes | May 2, 2000 |
| | Recreation and Resources Element | Land annexation | May 2, 2000 |
| | Recreation and Resources Element | Land use changes | May 2, 2000 |
| | Recreation and Resources Element | Preserve Open Space | May 2, 2000 |

# RECORD OF
# GENERAL PLAN AMENDMENTS

| General Plan Amendment Number | Elements Amended | Subject of Amendment | Date of Amendment |
|---|---|---|---|
| 00-01 (Continued) | Housing Element | Land annexation | May 2, 2000 |
| | Safety and Noise Element | Land annexation | May 2, 2000 |
| | Safety and Noise Element | Land use changes | May 2, 2000 |
| | Public Facilities/ Growth Management Element | Land annexation | May 2, 2000 |
| 01-01A | Introduction | Land annexation | June 19, 2001 |
| | Land Use Element | Land annexation | June 19, 2001 |
| | Land Use Element | Land use and circulation changes | June 19, 2001 |
| | Circulation Element | Land annexation | June 19, 2001 |
| | Circulation Element | Land use and circulation changes | June 19, 2001 |
| | Recreation and Resources Element | Land annexation | June 19, 2001 |
| | Recreation and Resources Element | Land use and circulation changes | June 19, 2001 |
| | Safety and Noise Element | Land annexation | June 19, 2001 |
| | Safety and Noise Element | Land use and circulation changes | June 19, 2001 |
| | Public Facilities/Growth Management Element | Land annexation | June 19, 2001 |
| | Public Facilities/Growth Management Element | Land use and circulation changes | June 19, 2001 |

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Lake Forest

# Introduction

General Plan

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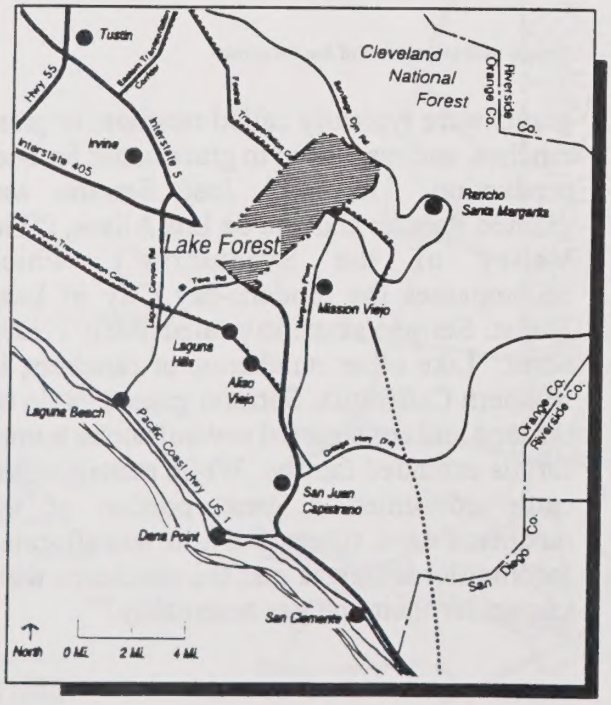
# INTRODUCTION TO THE GENERAL PLAN

## NEED FOR THE GENERAL PLAN

Located at the site of the historic town of El Toro, the City of Lake Forest is a diverse community of homes, businesses and parks. Over the last twenty years, the Lake Forest area has been developed as a series of Planned Communities among natural and created features such as rolling hills, lakes, creeks and eucalyptus groves. The name of the City refers to the lakes created as part of housing developments built in the early 1970s and the shady, fragrant eucalyptus forests that were cultivated circa 1900 and still exist.

Several of the largest Planned Communities primarily consist of single-family and multi-family development. Families within the community are benefitted by a strong business center that meets part of the service and employment needs of the area. To establish local political control and strengthen community identity and pride, residents organized to incorporate as a city. With respect for the natural and created amenities that make the community distinctive, the residents named the new city "Lake Forest" and incorporation was finalized in 1991. The geographic relationship of Lake Forest to the south Orange County region is illustrated below.




One of the responsibilities of an incorporated city is planning its future growth and development. According to state law, a new city must prepare and adopt its first General Plan as a tool to manage growth and development. The City of Lake Forest General Plan serves as a policy guide for determining the appropriate physical development and character of Lake Forest. The General Plan is founded upon the community's vision for Lake Forest and expresses the community's long-term goals. Implementation of the Lake Forest General Plan will ensure that future development projects are consistent with the community's goals and that adequate urban services are available to meet the needs of new development. The General Plan provides a continuum between the City's unique cultural heritage and the Lake Forest of tomorrow.

## LAKE FOREST PLANNING AREA

The Lake Forest Planning Area is located in southern Orange County, about halfway between Los Angeles and San Diego, on the east side of Interstate 5 (see Figure I-1, Lake Forest Planning Area). Adjacent cities include Mission Viejo on the southeast, Irvine on the northwest, and Laguna Woods and Laguna Hills on the southwest. The unincorporated communities of Aliso Viejo and Santa Margarita respectively neighbor Lake Forest on the south and southeast. The Cleveland National Forest lies immediately east of the Lake Forest Planning Area.

The Lake Forest Planning Area consists of approximately 17 square miles. This area includes all of the land contained within the City's incorporated boundaries.[1] The map on the following page shows the range of the Planning Area.

## HISTORY OF THE COMMUNITY

Historically, the physical geography of Lake Forest has influenced the use of the area throughout the years. From north to south the topography transitions from the foothills of the Santa Ana mountains to the flat floor of Saddleback Valley. Serrano and Aliso Creeks traverse Lake Forest from the foothills to the valley. The hillsides and valley were originally covered with shrub vegetation and riparian vegetation grew along the creeks.

The first known occupants of the Lake Forest area were the Acagchemem. Acorns from oak trees were the staple of the Acagchemem diet, but wild animals were also hunted for food. Spanish explorers were sent to California during the 1500s to claim land for Spain, and a system of Spanish missions was established in California during the 1700s and early 1800s. The purpose of the missions was to establish Spanish presence in California and to convert the local Indians to Christianity. Mission San Juan Capistrano, built near Lake Forest, exerted influence over the Acagchemem. Some of the Acagchemem adapted to mission life but many died from European diseases. Others attempted to continue their prior lifestyle.

After Mexico became independent of Spain in 1821, the Mexican government took over the mission lands and sold or gave the land to men as a reward for service. These land

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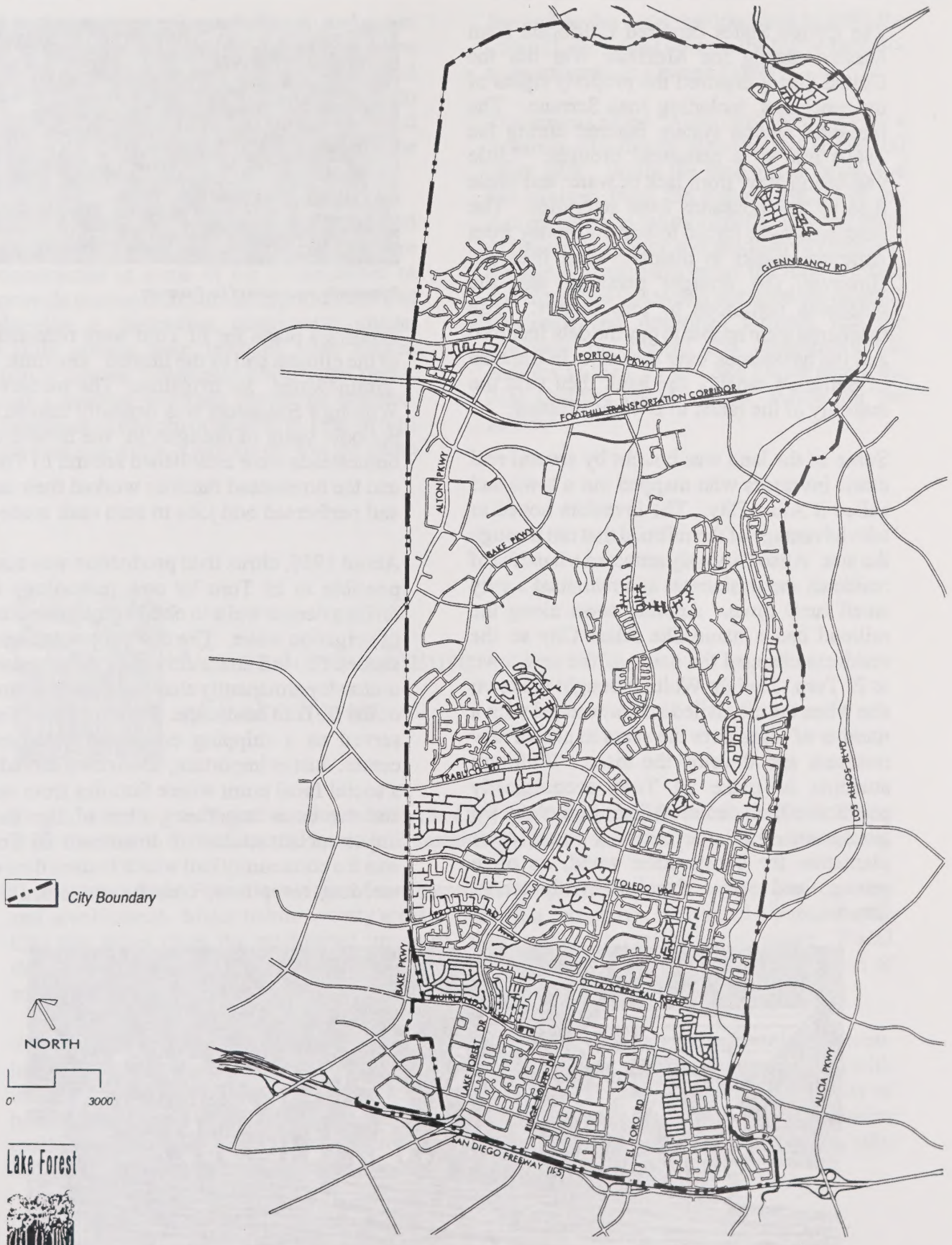
grants were typically called ranchos, or grant ranches, and were used to graze cattle for beef production. In 1842, José Serrano was granted Rancho Cañada de Los Alisos, ("The Valley of the Sycamores"), which encompasses the modern-day City of Lake Forest. Serrano's rancho totaled nearly 11,000 acres. Like other rancheros, or ranchers, in southern California, Serrano grazed cattle on his land and constructed several adobe homes for his extended family. While managing the cattle consumed a great portion of the rancheros' days, substantial time was allocated for traditional fiestas and the rancheros were known for their endless hospitality.

[1] General Plan Amendment 01-01A, dated July 17, 2001.




Lake Forest
Planning Area

The United States captured California from Mexico during the Mexican War but the United States honored the property rights of the rancheros, including José Serrano. The romantic rancho system faltered during the 1860s due to a persistent drought. Little vegetation grew from lack of water and cattle died by the thousands from starvation. The rancheros were forced to borrow money from American banks to maintain their lifestyle. However, the drought persisted and the rancheros continued to lose money. The rancheros were unable to pay the debt incurred and the banks took over the land. In the case of Serrano's rancho, the bank then sold the majority of the ranch to Dwight Whiting.

Some of the land was bought by several real estate investors who mapped out a town and called it Aliso City. The investors hoped to take advantage of the railroad that ran through the site. Aliso City only attracted a handful of residents and businesses and remained a very small rural town. Another town along the railroad had a name like Aliso City so the residents changed the name of the new town to El Toro. Dwight Whiting bought the town site when the city failed and proceeded with a number of plans over the years to attract new residents and develop the town. Whiting's attempts to make El Toro economically productive included establishing a colony for gentleman fruit farmers, a eucalyptus plantation for construction wood, an olive grove, and dry farming with tenant farmers.

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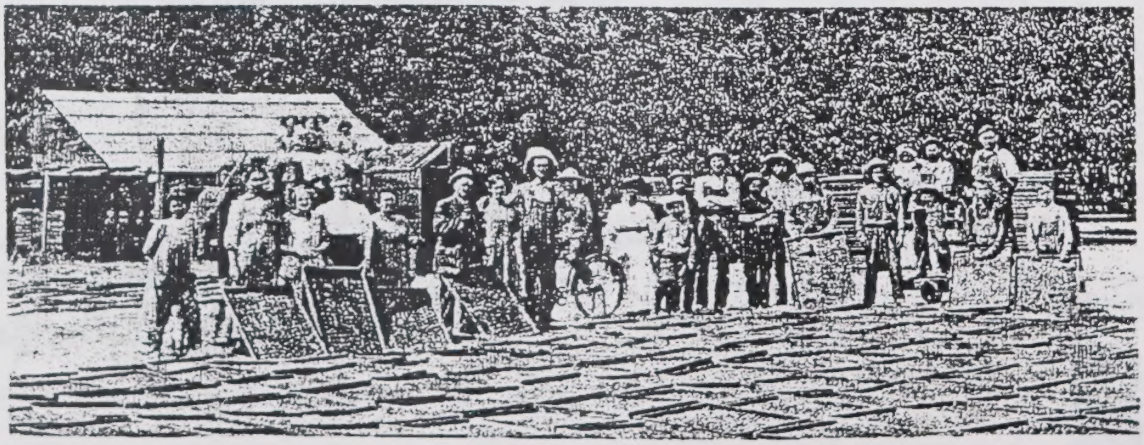
Whiting's plans for El Toro were responsive to the climate and to the limited amounts of groundwater for irrigation. The success of Whiting's endeavors was typically limited by periodic years of drought. In the meantime, homesteads were established around El Toro, and the homestead families worked their land and performed odd jobs to earn cash money.

About 1920, citrus fruit production was made possible in El Toro by new technology for drilling deeper wells to obtain greater amounts of irrigation water. The new crop was hugely successful and the cultivation of extensive orchards permanently changed the appearance of the El Toro landscape. Downtown El Toro served as a shipping point and commerce center. Just as important, downtown served as a social focal point where families from near and far came together. One of the most important attractions of downtown El Toro was the community hall which housed dances, wedding receptions, church services, club



meetings, school graduations, and other social events. The town did not begin to grow substantially until the 1970s. The local groundwater supplies were too limited to support urban development and imported water infrastructure was not extended into the area until the 1960s.

Several Planned Communities were developed during the 1970s and 1980s. Lakes were constructed in some of the communities to provide unique recreational opportunities and develop a distinctive community image. Citrus groves were replaced with single-family homes, commerce centers and parks, and a modern suburban landscape evolved. Residents of El Toro organized in 1989 to turn the area into a city. Lake Forest was the name favored by the local residents and in 1991 the City of Lake Forest became the thirty-first city to incorporate in Orange County.

The dreams of the "Aliso City" founders for a dynamic city finally materialized some 100 years later. While the face of the landscape has evolved from the natural terrain of the Acagchemem to the modern day city, the spirit of human ingenuity and productivity persists. Present day residents enjoy the mild weather and mountain vistas that attracted the Spanish rancheros and American farmers, and the emphasis on family and community life endures as the City of Lake Forest enters the 21st Century based on its "vision for the future."

## Vision for the Future of Lake Forest

To guide future growth and development in the City, the "Vision for the Future" of Lake Forest is the foundation of the General Plan and the sustaining basis for its goals, policies, and programs:

"In the future, Lake Forest is envisioned as a community supported by active citizen participation and involvement. Major public activity areas will create a distinctive, individual identity for the City that relies upon the established image of lakes, creeks, forests and open space. Fiscal stability, and necessary public services and facilities will be sustained through the expansion of economic activities and retention of existing businesses.

Expansion of the transportation system and services will improve access throughout Lake Forest. Improved recreational facilities and open space will offer a sense of place and connection with the community's natural setting. The neighborhoods of Lake Forest will provide a diversity of housing and a sense of safety and well being. Working co-operatively with other public agencies to address issues and opportunities of mutual interest, Lake Forest will provide an attractive, safe, and healthy environment in which to live, work, and recreate."

## PURPOSE OF THE GENERAL PLAN

California state law requires each City to adopt a comprehensive, long-term General Plan to guide the physical development of the incorporated city and any land outside of the city boundaries which bears a relationship to its planning activities. In essence, a city's General Plan serves as the blueprint for future growth and development. As a blueprint for the future, the plan must contain policies and programs designed to provide decision makers with a solid basis for decisions related to land use and development.

The Lake Forest General Plan addresses many issues that are directly related to and influence land use decisions. In addition to land use, state law requires the Plan to address circulation, housing, conservation of natural resources, preservation of open space, noise environment, and protection of public safety (Section 65302 of the California Government Code).

These issues are discussed to the extent that they apply to Lake Forest. The Plan also covers topics of special and unique interest, such as growth management and recreation.

According to state law, the General Plan is the primary document the City utilizes to regulate land use. Consequently, the Zoning Ordinance, Specific Plans, and individual public and private development proposals must be consistent with the Plan goals, policies and standards.

## ORGANIZATION AND USE OF THE GENERAL PLAN

The City of Lake Forest General Plan contains goals, policies, and plans which are intended to guide land use and development decision into the twenty-first century. The General Plan consists of a Land Use Policy Map and the following six elements, or chapters, which together fulfill the state requirements for a General Plan:

- Land Use Element
- Housing Element
- Circulation Element
- Recreation and Resources Element
- Safety and Noise Element
- Public Facilities/Growth Management Element

The table on the following page shows the relationship between the six elements of the Lake Forest General Plan and the state-mandated elements. The Lake Forest elements sometimes deviate from the state-mandated elements. For instance, the state-mandated Housing Element must contain a Housing Needs Assessment. In the Lake Forest Plan, the Housing Needs Assessment is included as an appendix rather than in the Housing Element. Public utilities are included in the state requirements for the Circulation Element but are addressed in the Public Facilities/Growth Management Element of the Lake Forest Plan.

### Supporting Documentation

Several supporting documents were produced during the development of the Lake Forest General Plan, including the Lake Forest Master Environmental Assessment (Lake Forest MEA) and the General Plan Master Environmental Impact Report (Master EIR). These documents provide substantial background information for the General Plan.

## RELATIONSHIP OF LAKE FOREST GENERAL PLAN ELEMENTS TO STATE-MANDATED ELEMENTS

| Lake Forest General Plan Element | State-Mandated General Plan Elements | | | | | | Optional |
|---|---|---|---|---|---|---|---|
| | Land Use | Housing | Circulation | Noise | Public Safety | Conservation/ Open Space | |
| Land Use | * | | | | | | |
| Housing | | * | | | | | |
| Circulation | | | * | | | | |
| Recreation and Resources (1) | | | | | | * | * |
| Safety and Noise | | | | * | * | | |
| Public Facilities/ Growth Management (2) | | | | | | | * |

(1) The Recreation component of this Element is optional.
(2) While Growth Management is not a state-mandated Element, it is mandated by Measure M for all jurisdictions in Orange County.

The MEA provides an environmental database that defines the environmental and community conditions of the Lake Forest Planning Area. Information from the MEA is used to formulate General Plan goals, policies and plans to effectively address the development opportunities and constraints. The MEA will also be useful for reviewing proposed development projects in Lake Forest. Several technical reports were prepared by professional consultants and incorporated into the MEA. Additional information was obtained from published documents and City staff.

The General Plan Master EIR analyzes the potential environmental impacts associated with development of the Lake Forest Planning Area according to the General Plan land use policy, and implementation of the General Plan.

### Organization and How to Use the Plan

The General Plan is comprised of this Introduction and six elements. Each element is complete in itself but is an integral part of the General Plan. The General Plan is accompanied by an Implementation Plan and Glossary. The elements and the Implementation Plan will help the City achieve the vision for the future. Each of the six General Plan elements is organized according to the following format: 1) Introduction; 2) Issues, Goals and Policies; and 3) Plan.

The Introduction of each element describes the focus and the purpose of the element. The Introduction also identifies other plans and programs outside of the General Plan that may be used to achieve specific General Plan goals. The relationship of the element to other General Plan elements is also specified in the Introduction.

The Issues, Goals and Policies section of each element contains a description of identified planning issues, goals and policies related to the element topic. The issues, goals and policies are based on input received from community workshops; members of the City Council, Planning Commission, and Parks and Recreation Commission; telephone survey conducted City-wide; and City staff.

The issues represent the opportunities, constraints or concerns that are addressed by

the General Plan. The goals are overall statements of community desires and are comprised of broad statements of purpose or direction. The policies serve as guides to the City Council, Planning Commission, Parks and Recreation Commission, and the City staff in reviewing development proposals and making other decisions that affect the future growth and development of Lake Forest.

Each element also contains a Plan section. The Plan provides an overview of the City's course of action to implement the identified goals and policies. For example, the Land Use Element contains a "Land Use Plan" indicating the types and intensities of land use permitted in the Planning Area. The Circulation Element contains a "Circulation Plan" describing the overall circulation system required to meet the future needs of Lake Forest. Wherever possible, the Plan contains illustrative maps, diagrams and tables.

Following the elements is the Implementation Plan (Appendix A) which identifies specific actions to achieve the goals, policies and plans identified in each General Plan element. The Implementation Plan is reviewed and updated periodically to update specific actions, schedules, responsible parties and measures to ensure that General Plan goals, policies and plans are implemented. The Glossary is also an appendix of the General Plan and provides a set of definitions for technical terms.

The organization of the General Plan allows users to turn to the section that interests them and quickly obtain a perspective on the City's policies on the subject. However, General Plan users should realize that the policies in the various elements are interrelated and should be examined comprehensively. Policies are presented as written statements, tables, diagrams and maps. All of these policy components must be comprehensively considered when making planning decisions.

## COMMUNITY PARTICIPATION IN THE GENERAL PLAN PROGRAM

Active citizen input has historically been a valuable community asset to Lake Forest. Continuing this tradition, the public played an important role in the preparation of the Lake Forest General Plan. Because the General Plan reflects the community goals and objectives, citizen input was essential in identifying issues and formulating goals. Public participation in the General Plan preparation process occurred through the following methods:

- An ***Initiation Forum*** launched the public participation program for the General Plan. The purpose of the Initiation Forum was to stimulate interest in the General Plan and create community-wide recognition of program commencement, content and schedule. The Initiation Forum was widely advertised to maximize attendance;

- After the Initiation Forum, issues were identified through a ***telephone survey*** conducted during the initial stage of the General Plan program. Designed to achieve statistically valid results, the survey elicited a representative consensus of resident thoughts about the future of the City. Interviews with a total of 407 households in the Planning Area were completed.[1] According to the results of the survey, the five areas of greatest concern are: a) prevention of graffiti and gangs; b) provision of strong police protection services; c) preservation/ enhancement of open space, public landscaping and trees; d) retention and expansion of existing businesses and jobs; and e) coordination with the school district to expand recreational opportunities provided through the public school system.

[1] General Plan Amendment 01-01A, dated July 17, 2001.

- A 30-minute ***cable television program*** focusing on the Lake Forest General Plan program was shown on a local cable channel. Information presented in the program described what a General Plan is, how a General Plan is prepared, and why a General Plan is important to Lake Forest;

- A total of ***six community workshops/open houses*** were held during the public participation program. The first set of three workshops/open houses were informational sessions to answer questions about the planning process and to allow citizens and the business community to voice concerns and identify issues. The third workshop focused on business community concerns with an invitation extended to all business in Lake Forest. The second set of community workshops/ open houses were to present draft General Plan goals and policies, to solicit comments about the draft goals and policies from the public and to receive public input regarding land use alternatives. A final community workshop/open house was held to review the Draft General Plan before the beginning of public hearings.

- ***Two additional community workshops*** focusing on park and recreation issues were held during the public participation program. Questionnaires were distributed at the workshops to provide an opportunity for participants to express their desires and concerns. In addition, questionnaires were sent to individual homeowner associations in the City. The workshops and questionnaires provided the means to determine the adequacy of existing recreational facilities in Lake Forest as well as desires for future recreational opportunities;

- The public had opportunities to address decision makers directly regarding issues, concerns and desires at ***eight City Council, Planning Commission, and Park and Recreation Commission workshops*** both prior to preparation and during review of the Draft General Plan; and

- The Draft General Plan, Draft Environmental Impact Report, and supporting documents were circulated for public review and comment before and during ***General Plan public hearings*** held before the Planning Commission and City Council.

## STEPPING STONE TO THE FUTURE

The community is facing technological, environmental and political changes with abundant opportunities for continued prosperity. The incorporation of Lake Forest has given the City the ability to control land use at the local level. Much of the City is developed. The substantial undeveloped area located to the east of the Foothill Ranch community, known as The Whiting Ranch Wilderness Park, has been designated for open space.[1] The newly completed Foothill Transportation Corridor provides new freeway access to the central portion of Planning Area. Existing land use and transportation patterns will consequently change and new opportunities for residential and economic development will flourish. Because the area is primarily developed and land use patterns are determined, planning efforts must focus on stimulating new economic development, revitalizing older areas, and enhancing the amenities and environmental features that make Lake Forest unique.

The General Plan provides the stepping stone between the community of today and desired community of the future. Strategies are established to take advantage of technological, environmental and political opportunities, and to achieve community goals. The policies and plans in the elements and the Implementation

[1]General Plan Amendment 01-01A, dated July 17, 2001.

Program provide guidance for dealing with changing conditions and specific actions to optimize the community's potential. The path established in the General Plan is an integrated union of the enduring historic values responsible for modern prosperity and innovative approaches to achieve the vision for the future.

Lake Forest

# Land Use Element

General Plan

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# INTRODUCTION

The Land Use Element is a guide to land use planning in Lake Forest and provides a framework for the environmental and infrastructure issues examined in the other General Plan elements. The Land Use Element identifies how land will be used in the future -- for housing, commercial and business centers, public facilities, parks, open space and transportation. The Plan for future land use reflects community goals to maintain a quality suburban environment for families, strengthen the community's distinctive image, diversify and expand the local economy, and preserve natural areas that make Lake Forest unique.

## PURPOSE OF THE LAND USE ELEMENT

The City of Lake Forest incorporated to gain local political control and strengthen community identity and pride. One of the responsibilities of an incorporated city is controlling future growth and development. According to state law, cities must prepare and adopt a General Plan as a tool to manage growth and development. The Land Use Element is a mandatory element or chapter of the General Plan.

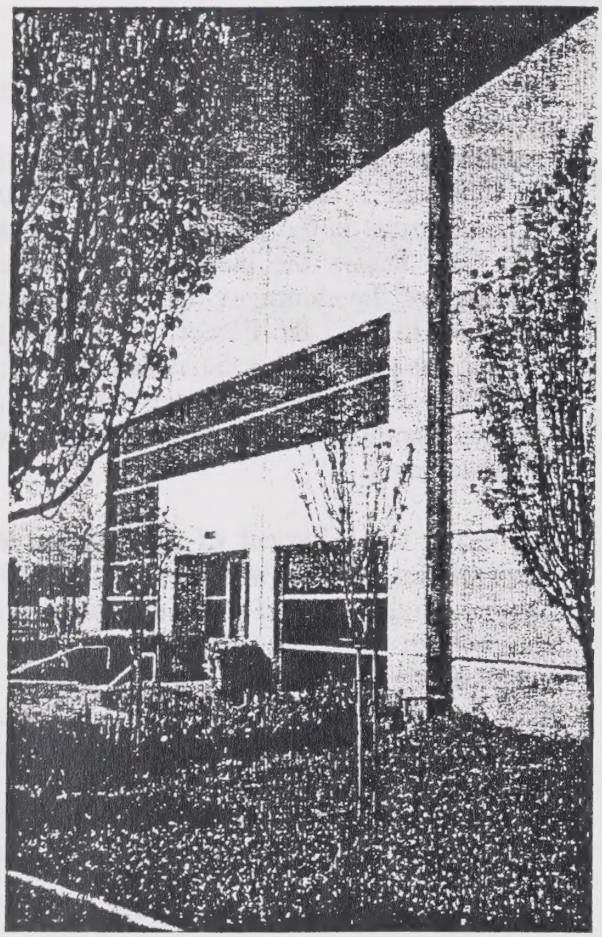
The purpose of the Land Use Element is to describe present and planned land use activity, and address the relationship between development and environmental quality, potential hazards, and social and economic objectives. As a guide for future growth and development, the element identifies the general distribution, location, mix and extent of desired land uses including residential, commercial, business and light industrial, public facilities and open space uses.

Through the use of text, maps, and diagrams, a clear and logical land use pattern is established including standards for future development. A particularly important feature of the element is the Land Use Policy Map. This map shows the location, density and intensity of development for future desired land uses in the Lake Forest Planning Area. Finally, the goals and policies in the element establish a constitutional framework for future land use planning and development decisions in Lake Forest.

The Land Use Element of the Lake Forest General Plan represents the City's desires for long-range changes and enhancements of land uses within the City. The Land Use Plan builds on the established land use pattern to provide integration between existing community qualities and the community's vision of the future. Achieving the vision will be accomplished through continued public involvement and diligence by City elected officials and staff.

## SCOPE AND CONTENT OF THE ELEMENT

The Land Use Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Land Use Plan. In the Land Use Issues, Goals and Policies section, major land use issues are identified and related goals and policies are established to address these issues. The goals, which are overall statements of the community's desires, are comprised of broad statements of purpose and direction. The policies serve as guides for reviewing development proposals, planning facilities to accommodate anticipated growth, and accomplishing community development strategies. To achieve the goals and policies, established in the Plan with standards for



future community development. The Plan contains the Land Use Policy Map which graphically identifies the planned land use designations within the Lake Forest Planning Area.[1] The land use designations are described including the type and density of allowed uses, and a statistical summary of the future land use composition is provided. Areas of special interest which involve more focused planning efforts are also identified. Specific implementation programs for the element are located in the General Plan Implementation Program.

## RELATED PLANS AND PROGRAMS

The scope and content of the Land Use Element are primarily governed by the *General Plan Law and Guidelines* and the *Planning Zoning and Development Laws* for the state (California Government Code Sections 65000-66025). A number of other plans and programs are additionally considered in the formulation, adoption and implementation of local land use policy.

Related plans and programs are both local and regional in nature. Regional planning agencies, such as the Southern California Association of Governments (SCAG), recognize that planning issues extend beyond the boundaries of individual cities. Efforts to address regional planning issues such as air quality, transportation, affordable housing and habitat conservation have resulted in the adoption of regional plans. The form and distribution of development in the Lake Forest Planning Area are affected by regional plans. Relevant local and regional plans are discussed briefly and related to the Land Use Element in the following sections.

[1]General Plan Amendment 01-01A, dated July 17, 2001.

**California Environmental Quality Act and Guidelines**

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects impacting the environment. The provisions of the law and environmental review procedure are described in the CEQA Law and Guidelines as amended in 1998. CEQA is the instrument for ensuring that environmental impacts of local development projects are appropriately assessed and mitigated.

**County of Orange Zoning Ordinance and City of Lake Forest Zoning Ordinance**

Following incorporation, the City elected to use the County of Orange Zoning Ordinance as an interim means of regulating land use. The County Zoning Ordinance was supplemented directly by City-adopted ordinances, which tailored the County Zoning Ordinance to the City of Lake Forest. The City will adopt its own Zoning Ordinance and related Zoning Map once the General Plan is adopted. The Zoning Ordinance will be the primary implementation tool for the Land Use Element. Together, the Zoning Ordinance and Zoning Map will identify specific types of land use, intensity of use, and development and performance standards applicable to specific areas and parcels of land within the City.

**Planned Communities**

Lake Forest has been primarily developed as a series of Planned Communities prior to incorporation. The Planned Communities comprising the incorporated City include Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho de los Alisos, Rancho Serrano, Serrano Highlands Foothill Ranch, Portola Hills, and Foothill/Trabuco Specific Plan Area.[1] Pre-incorporation development agreements apply to a number of the Planned Communities in Lake Forest and identify permitted levels of development based on the provision of public facilities and infrastructure. The land use designations identified in the Land Use Element are consistent with the development densities identified in the development agreements.

**SCAG Growth Management Plan**

The SCAG Growth Management Plan recommends methods to redirect regional growth to minimize traffic congestion and better protect environmental quality. The goals of the Growth Management Plan include balance between jobs and housing. While SCAG has no authority to mandate implementation of its Growth Management Plan, principal goals have implications for the land use composition of the Lake Forest Planning Area. The SCAG goals are reflected throughout all of the General Plan elements, including the Land Use Element.

**South Coast Air Quality Management Plan**

The South Coast Air Quality Management Plan (AQMP) mandates a variety of measures to improve air quality. To comply with the AQMP, the Land Use Element organizes land uses in relation to the circulation system, promotes commercial and industrial land uses with convenient access to transportation, and provides a balanced Land Use Plan that promotes a favorable relationship between jobs and housing.

**Orange County Growth Management Plan**

The purpose of the Orange County Growth Management Plan is to ensure that the transportation system and other public facilities are adequate to meet the current and projected needs of Orange County. The Plan establishes the following five major policies:

[1] General Plan Amendment 01-01A, dated July 17, 2001.

1. **Development Phasing:** Development will be phased according to Comprehensive Phasing Plans (CPPs) adopted by the County. Phasing is limited to roadway and public facility capacities.

2. **Balanced Community Development:** Development will be balanced to encourage employment of local residents, and both employment and employee housing in the County, as well as in individual Growth Management areas (GMAs).

3. **Traffic Level of Service:** Future development creates the need for improvements to major intersections significantly impacted by growth, and a developer fee program is included to pay for improving affected intersections on a pro-rata basis.

4. **Traffic Improvement Programs:** The Plan requires that all new development provide necessary transportation facilities and intersection improvements as a condition of development approval.

5. **Public Facility Plans:** The Plan requires comprehensive public facility plans for fire, sheriff/police and library services. New development participates on a pro-rata basis.

Implementation of the Orange County Growth Management Plan involves the establishment of: (1) Growth Management Areas (GMAs) to implement Comprehensive Phasing Plans; (2) Facility Implementation Plans to address the financing of public facilities for each GMA; (3) County-wide implementation and evaluation of compliance with development phasing and improvements; and (4) traffic improvement/public facility development agreements. Lake Forest is located in the Foothill GMA.[1]

**Orange County Local Agency Formation Commission**

The provisions of the Cortese-Knox Local Government Reorganization Act of 1985 will be applied by the Orange County Local Agency Formation Commission (LAFCO) decisions regarding any reorganizations of service districts for the Lake Forest Planning Area.[2] Under this act, LAFCO is responsible for: a) encouraging orderly development; b) ensuring that populations receive efficient and quality governmental services; and c) guiding development away from open space and prime agricultural lands unless such action promotes planned, orderly, and efficient development.

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

According to state planning law, the Land Use Element must be consistent with the other General Plan Elements. Each element is independent and all the elements together comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs, and achievement of community goals.

The Land Use Element relates very closely to all of the General Plan elements. The Land Use Plan Element establishes the planned land use pattern for the Lake Forest Planning Area

[1] General Plan Amendment 00-01, dated May 2, 2000.

[2] General Plan Amendment 01-01A, dated July 17, 2001.

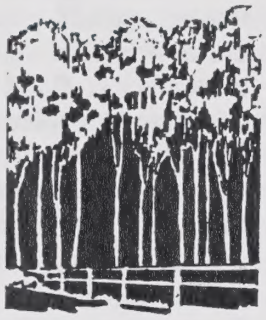
based on the historic formation of the City and the community's vision of the future. Alternatively, the other General Plan elements ensure that infrastructure and public facilities are available to accommodate planned land uses, and that the unique environmental quality of Lake Forest is safeguarded and enhanced.

For example, the Housing Element of the General Plan provides the basis for establishing housing stock that meets the affordability requirements and other special needs of the community. Emphasis is given to the development of housing that is complementary to existing neighborhood character. The Circulation Element provides a Circulation Plan to accommodate increased traffic from planned development. The use of alternative transportation modes and reduction of automobile trips are addressed in the Circulation Element to meet the transportation demands from new development, and to mitigate the impact of development on regional air quality and traffic conditions. The Land Use Element in itself serves to reduce automobile trips by encouraging the development of office, commercial and light industrial uses, and consequently improving the jobs-to-housing balance.

A number of areas are designated for parks and open space on the Land Use Policy Map for recreational and aesthetic purposes. The Recreation and Resources Element provides policy and plans to maintain and enhance existing parks and recreational facilities and to develop new facilities to meet new demand from population growth. Recreation and Resources Element policy is also designed to protect natural and cultural resources. The Safety and Noise Element ensures that the planned land uses identified in the Land Use Element are compatible and will not result in public safety hazards or excessive noise.

As development continues in Lake Forest, utilities and public services must be available for new businesses and residents. The Public Facilities/Growth Management Element addresses the availability of utilities and services for planned development including water, sewer, natural gas, electricity, communications, fire protection, law enforcement, flood control, libraries, schools and transportation facilities. The Public Facilities/Growth Management Element ensures that adequate utilities and services are available for planned development. The growth management portion of the Public Facilities/Growth Management Element focuses on enhancing interjurisdictional cooperation, improving regional environmental conditions, and minimizing the environmental effects of continued regional development, including development in Lake Forest.

# ISSUES, GOALS AND POLICIES



Six major issues are addressed by the goals, policies and implementing actions of the Land Use Element. These major issues include: (1) balancing the mixture of land uses within the City to ensure that revenue generation matches service provision responsibilities; (2) creating a greater distinctive and individual identity for Lake Forest; (3) ensuring that new development is compatible with natural and physical characteristics of the community; (4) using the development plans prepared for the Planned Communities of Lake Forest as a basis for planning future development; (5) enhancing fiscal stability and local employment opportunities by retaining, expanding and diversifying economic activities; and (6) revitalizing older areas within the community to maintain the quality of life. Each issue and the related goals, policies and implementing actions are identified and discussed in the following section.

## BALANCE OF LAND USES

A variety of land uses are located in Lake Forest including residential, commercial, industrial, historical, and community uses. This variety of land uses offers an important balance between the generation of public revenues and the provision of public facilities and services, and also minimizes the distances people have to travel to work, shop, and recreate.

**GOAL 1.0: A balanced land use pattern that meets existing and future needs for residential, commercial, industrial, and community uses.**

**Policy 1.1:** Achieve a land use composition in Lake Forest that promotes a balance between the generation of public revenues and the costs of providing public facilities and services.

**Policy 1.2:** Consider increases in development intensity up to the maximum identified in the Land Use Element where development projects provide exceptional design quality, important public amenities or public benefits or other factors that promote important goals and policies of the General Plan.

**Policy 1.3:** As future conditions in surrounding areas change, the future use of land presently within the Business Development Overlay will be reviewed.[1]

## IMAGE AND IDENTITY

Lake Forest is establishing its image and identity as a distinctive, identifiable community among the communities comprising Orange County. The community possesses desirable physical qualities, including its lakes, urban forest, trees, major open space areas, accessible community facilities and well planned residential neighborhoods. A sense of arrival will be created by improving the appearance of major thoroughfares and entrances to the City.

Enhancing image and identity will create a greater sense of community and connection among the population of Lake Forest.

[1] General Plan Amendment 00-01, dated May 2, 2000.

**GOAL 2.0: A distinct image and identity for Lake Forest.**

**Policy 2.1:** Enhance the physical attributes of Lake Forest to create an identifiable and distinct community within Orange County.

**Policy 2.2:** Promote high quality in the design of all public and private development projects.

**Policy 2.3:** Create greater City unity in the future by establishing a community center that draws the north and south portions of Lake Forest together.

## COMPATIBLE AND COMPLEMENTARY DEVELOPMENT

Incompatibility can occur where the characteristics of specific land uses do not blend with the physical characteristics of available land. Locating different land uses in close proximity to one another can also result in incompatibilities associated with differences in the physical scale of development, noise levels, traffic levels, hours of operation, and other factors. Maintaining compatibility is important, and reducing or avoiding incompatibilities in development is essential in improving the community's overall quality of life.

**GOAL 3.0: New development that is compatible with the community.**

**Policy 3.1:** Ensure that new development fits within the existing setting and is compatible with the physical characteristics of available land, surrounding land uses, and public infrastructure availability.

**Policy 3.2:** Preserve and enhance the quality of Lake Forest residential neighborhoods by avoiding or abating the intrusion of disruptive, non-conforming buildings and uses.

**Policy 3.3:** Ensure that the affected public agencies can provide necessary facilities and services to support the impact and intensity of development in Lake Forest and in areas adjacent to the City.

**Policy 3.4:** Blend residential and non-residential development with landscaping and architectural design techniques to achieve visual compatibility.

**Policy 3.5:** Encourage the establishment of churches, synagogues, temples, and similar religious institutions in the community in accessible areas where compatibility with surrounding land uses can be achieved.

**Policy 3.6:** Work with lead agencies and adjacent jurisdictions to insure that correctional facilities are not located or expanded in a way that conflicts with neighborhood land uses and the quality of life in the City; clearly, such facilities should not be located within close proximity to residences.[1]

## DEVELOPMENT OF PLANNED COMMUNITIES

Much of the future development in Lake Forest will be based on several pre-incorporation Planned Communities -- Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho de los Alisos, Rancho Serrano, Serrano Highlands, Foothhill Ranch, Portola Hills, and Foothill/Trabuco Specific Plan area.[2] A number of these Planned Communities are also the subject of existing pre-incorporation development agreements which identify the levels of development allowed based on the provision of important public facilities such as Foothill Circulation Phasing Plan, fire stations, sheriff stations, and libraries. Development in accordance

[1]General Plan Amendment 96-01, dated October 29, 1996.

[2]General Plan Amendment 01-01A, dated July 17,2001.

with these planned community development plans and agreements is expected for areas annexed to the City.[1]

**GOAL 4.0: New development conforming to the established planned community development plans and agreements.**

**Policy 4.1:** Ensure that all development proposals within the planned community areas conform to applicable development plans and agreements.

**Policy 4.2:** Ensure that all proposed amendments to approved planned community development plans and agreements will not create unacceptable impacts to surrounding existing and planned development, the natural characteristics of the sites, fiscal stability of the City, and the public facilities and services which support development.

## ECONOMIC DIVERSITY, EXPANSION AND BUSINESS RETENTION

Enhancement of City revenue is necessary to sustain the level of public services desired by the community. This can be accomplished through diversification of the community's economic base by retaining existing businesses, and by attracting additional retail and service commercial businesses, and employment-generating businesses.

**GOAL 5.0: Diversification and expansion of economic activities, and retention of existing businesses and revenues in support of public services.**[2]

**Policy 5.1:** Improve the fiscal stability of Lake Forest through retention of existing businesses, by attracting business and industry that contributes to economic growth and employment opportunities.

**Policy 5.2:** Work closely with the business community in developing approaches to effective business retention, economic development and expansion of economic activities.

**Policy 5.3:** Focus efforts at economic development and business retention on the commercial and industrial areas throughout the City, including the Foothill Transportation Corridor, the San Diego Freeway (I-5), and along major thoroughfares.

**Policy 5.4:** Pursue opportunities to promote economic development and business retention using various approaches available under state and federal law.

**Policy 5.5:** Streamline and refine development process procedures to insure responsiveness to the business community.

**Policy 5.6:** Review the zoning ordinance to insure that regulations are concise and appropriate.

**Policy 5.7:** Preserve the fiscal well-being of the community by ensuring that land use designation changes for land within the Business Development Overlay will not result in a loss of future net revenue for the City.[3]

## REVITALIZATION OF OLDER AREAS

The quality of life in the community can be substantially improved through ongoing revitalization and rehabilitation efforts aimed at improving older development in Lake Forest. These revitalization efforts will address the physical components of development including buildings, landscaping and public infrastructure.

**GOAL 6.0: Revitalization of older residential, commercial, and industrial development.**

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[1] General Plan Amendment 01-01A, dated July 17, 2001.

[2] General Plan Amendment 00-01, dated May 2, 2000.

[3] General Plan Amendment 00-01, dated May 2, 2000.

**Policy 6.1:** Promote revitalization of identified residential neighborhoods in Lake Forest.

**Policy 6.2:** Promote rehabilitation of older commercial and industrial properties and buildings to enhance their quality and competitive advantage.

## RELATED GOALS AND POLICIES

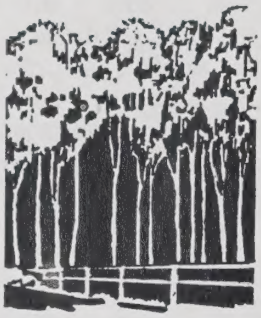
The goals and policies described in the Land Use Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Land Use Element. These supporting goals and policies are identified in Table LU-1.[1]

**TABLE LU-1**
**LAND USE**
**RELATED GOALS AND POLICIES BY ELEMENT**

| Land Use Issue Area | Related Goals and Policies by Element | | | | | |
|---|---|---|---|---|---|---|
| | Land Use | Housing | Circulation | Recreation and Resources | Safety and Noise | Public Facilities/ Growth Management |
| Balance of Land Uses | | | | 1.1 | | 8.1 |
| Image and Identity | | | | 2.4, 4.2 | | |
| Compatible and Complementary Development | | 1.3, 1.6 | 1.2, 2.1, 2.3 | 7.4, 7.6 | 1.1, 1.2, 2.1, 3.1, 5.1, 5.2, 6.1, 7.1 | 1.1, 2.1, 3.1, 4.1, 5.1, 6.1, 7.1, 9.2 |
| Development of Planned Communities | | | 2.1, 2.3, 3.1, 5.1, 7.2 | 1.2, 2.1, 2.4, 7.1, 7.6 | 1.1, 1.2, 2.1, 2.4, 5.1, 5.2, 6.1, 6.2 | 1.1, 2.1, 3.1, 4.1, 5.1, 6.1 |
| Economic Diversity, Expansion and Business Retention | | | | 7.2, 7.5 | | 8.1 |
| Revitalization of Older Areas | | 2.1, 2.2 | | | | |

[1]General Plan Amendment 96-01, dated October 29, 1996.

# LAND USE PLAN



Lake Forest is recognized as a place where natural amenities have been incorporated and integrated in land use planning decisions. The nature and character of existing development, the desire for greater economic development, planned infrastructure capacity, and concerns for environmental sensitivity all have an influence on the development of land use policy and planning for future land use.

The Land Use Plan describes the approach that will be used to build upon the community's history of sound planning. The Plan addresses the issues identified in the previous section of the Element. The goals and policies described in that section provide the basis for the Plan and are supported by approaches to maintain an advantageous balance among land uses, create a distinct community identity, maintain land use compatibility, complete approved plans, promote economic development, and revitalize older areas in the community.

## BALANCE OF LAND USES

The variety of land uses within Lake Forest affects an important balance between the generation of public revenues and the provision of public facilities and services. Achieving and maintaining a balance of land uses can ensure fiscal stability and also create a desirable community in which people can work, shop, reside and recreate. During the next 10 to 20 years, Lake Forest will experience increasing commercial, business park, and light industrial development as lands planned for such uses are developed. This change in the composition of land use in the community will create a more balanced land use condition in which residential development is complemented with additional non-residential development.

Substantial land in the central portion of the planning area has been planned for non-residential use in reaction to the aircraft noise and accident potential that was created by the operation of the former Marine Corps Air Station (MCAS) El Toro. Non-residential uses are less sensitive to noise and safety factors and were planned for this central area assuming that the aircraft noise and safety conditions would remain. However, the MCAS El Toro was closed in July 1999, ending all military aircraft operations, so that the adjacent properties are no longer impacted by aircraft noise or safety considerations. While the land within the central portion of the planning area is no longer limited by these factors, this area is located within the Business Development Overlay, and any proposed change in land use designation from non-residential to residential land use is subject to the requirements of the Business Development Overlay, as defined later in this Land Use Plan.[1]

### Land Use Classification System

The Land Use Policy Map (Figure LU-1) and Figure LU-2, Business Development Overlay, illustrate the various types and distribution of land uses and overlay districts planned for the community.[2] The land use classification system is presented in Table LU-2 and includes 15 land use designations. These land use designations identify the types and nature

[1] General Plan Amendment 00-01, dated May 2, 2000.

[2] General Plan Amendment 00-01, dated May 2, 2000.

## Land Use Designations

### Residential Designations

- *Very Low Density Residential (0 to 2 DUs/Net AC)*
- *Low Density Residential (2 to 7 DUs/Net AC)*
- *Low-Medium Density Residential (7 to 15 DUs/Net AC)*
- *Medium Density Residential (15 to 25 DUs/Net AC)*
- *High Density Residential (25 to 43 DUs/Net AC)*

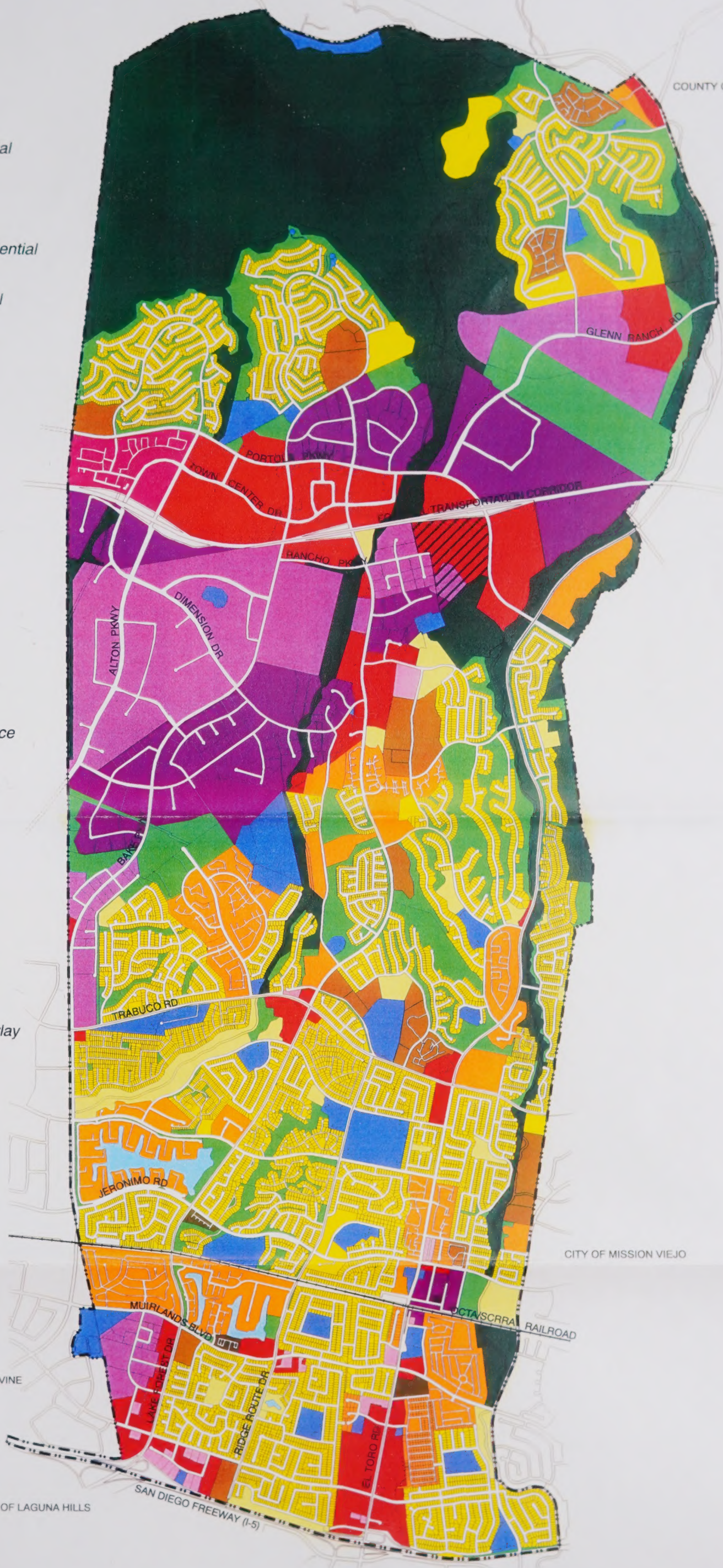
### Non-Residential Designations

- *Commercial*
- *Professional Office*
- *Mixed-Use*
- *Business Park*
- *Light Industrial*
- *Public Facility*
- *Community Park/Open Space*
- *Regional Park/Open Space*
- *Open Space*
- *Lake*
- *Transportation Corridor*
- *Mineral Resources Overlay*
- *See Figure LU-2* — *Business Development Overlay*
- *City Boundary*

north

0' 1500' 3000'

*Please refer to the General Plan Land Use Policy Map in the City of Lake Forest Community Development Department for parcel specific designations.*




Lake Forest

General Plan

*Figure LU-1*
*Land Use Policy Map*

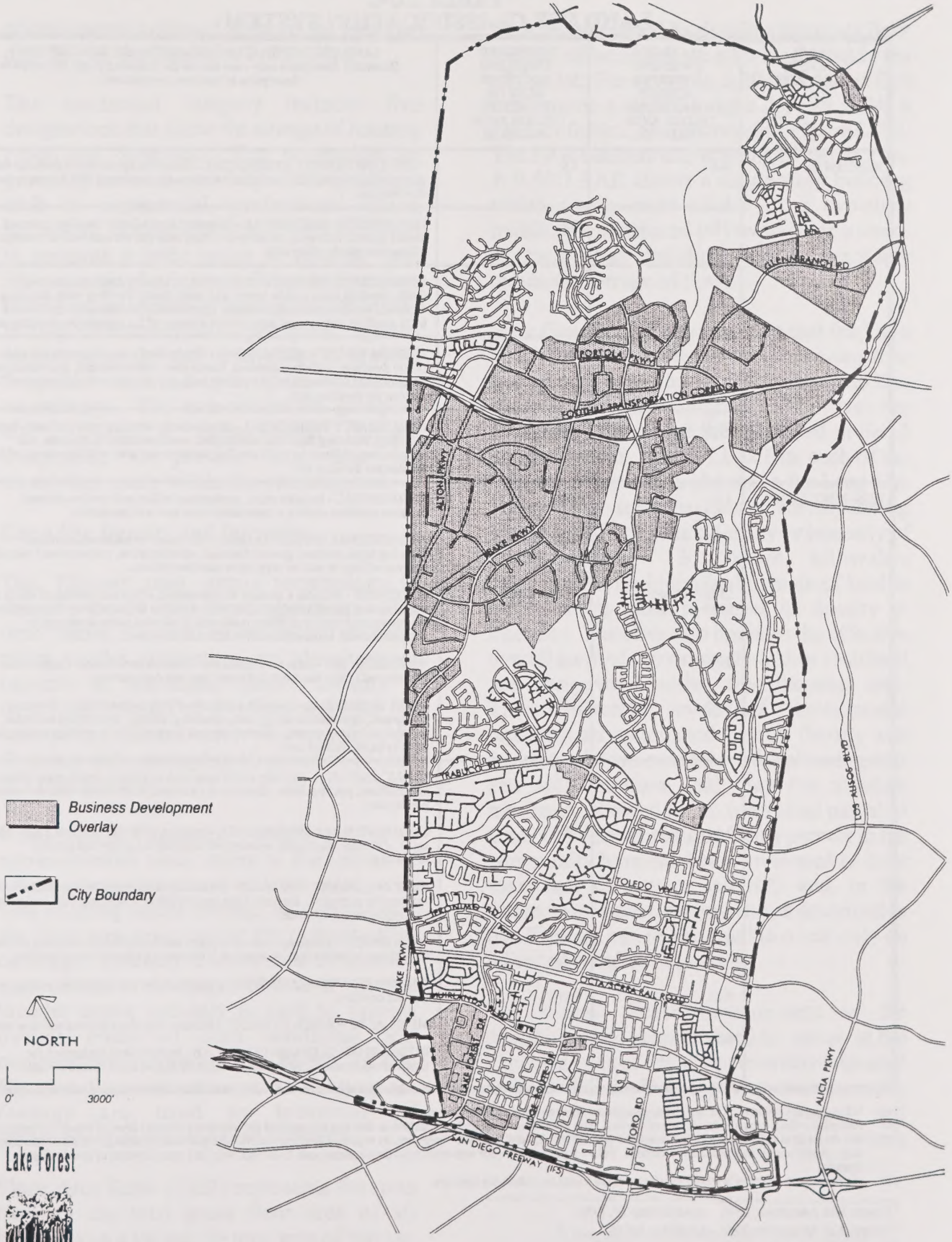



Figure LU-2
Business Development Overlay

# TABLE LU-2
# LAND USE CLASSIFICATION SYSTEM

| MAJOR LAND USE CATEGORIES | MAXIMUM DWELLING UNITS PER ACRE OR MAXIMUM FLOOR AREA RATIO (a) | EXPECTED DWELLING UNITS PER ACRE OR EFFECTIVE FLOOR AREA RATIO (b) | LAND USE DESIGNATION AND SUMMARY DESCRIPTION (Summary description only - see text on the following pages for complete description of land use designations) |
|---|---|---|---|
| RESIDENTIAL | 0-2 | 1.0 | VERY LOW DENSITY RESIDENTIAL - Detached single-family dwelling units. Allows up to two dwelling units per net acre with an average of 3.2 persons per dwelling unit. |
| | 2-7 | 6.8 | LOW DENSITY RESIDENTIAL - Detached single-family dwelling units and mobile homes. Allows up to seven dwelling units per net acre with an average of 3.2 persons per dwelling unit. |
| | 7-15 | 10.9 | LOW-MEDIUM DENSITY RESIDENTIAL - Detached and attached single-family dwelling units, mobile homes and multi-family dwelling units, including duplexes, townhomes, condominiums, apartments, and cooperataives. Allows up to 15 dwelling units per net acre with an average of 3.2 persons per dwelling unit. |
| | 15-25 | 23.5 | MEDIUM DENSITY RESIDENTIAL - Single-family dwelling units and multi-family dwellings including duplexes, townhomes, condominiums, apartments, and cooperatives. Allows up to 25 dwelling units per net acre with an average of 2.0 persons per dwelling unit. |
| | 25-43 | 42.6 | HIGH DENSITY RESIDENTIAL - Single-family dwelling units and multi-family dwellings, including duplexes, townhomes, condominiums, apartments, and cooperatives. Allows up to 43 dwelling units per net acre with an average of 2.0 persons per dwelling unit. |
| NON-RESIDENTIAL | 1.0:1 | 0.4:1 | COMMERCIAL - Includes retail, professional office, and service-oriented business activities serving a community-wide area and population. |
| | 1.2:1 | 0.5:1 | PROFESSIONAL OFFICE - Includes single tenant or multi-tenant offices including legal, medical, general financial, administrative, corporate and general business offices as well as supportive commercial uses. |
| | 25 DU/AC and 1.2:1 | 15 DU/AC and 0.2:1 | MIXED-USE - Includes a mixture of commercial, office and residential use in the same building on the same parcel of land, or within the same area. Primary uses are commercial retail and office; residential is allowed when developed in conjunction with commercial and/or office development. |
| | 1.0:1 | 0.35:1 | BUSINESS PARK - Includes a mixture of all uses allowed under Commercial, Professional Office and Light Industrial land use designations. |
| | 0.6:1 | 0.35:1 | LIGHT INDUSTRIAL - Includes a mixture of light industrial uses, wholesale businesses, light manufacturing and processing, storage, distribution and sales, research and development, warehousing and storage, high technology production, retail sales and related uses. |
| | 1.2:1 | 0.20:1 | PUBLIC FACILITY - Includes public uses such as schools, government offices and facilities, public utilities, libraries, fire stations, sheriff substations and other public uses. |
| | 0.4:1 | 0.1:1 | COMMUNITY PARK/OPEN SPACE - Includes all public parkland, public open space, and associated public recreational activities for active and passive recreation. |
| | 0.1:1 | 0.001:1 | REGIONAL PARK/OPEN SPACE - Includes public recreational areas for active and passive recreation. Includes Limestone/Whiting Wilderness Park and other Orange County open space. |
| | 0.4:1 | 0.05:1 [3] | OPEN SPACE - Includes private open space and facilities for active and passive recreational activities such as lakes, club houses and athletic/sports facilities. |
| | 0.2:1 | 0.01:1 | TRANSPORTATION CORRIDOR - Includes major transportation roadway and railroad corridors. |
| | (c)[1] | (c) | MINERAL RESOURCE OVERLAY - Includes important mineral resource areas. |
| | (c)[2] | (c) | BUSINESS DEVELOPMENT OVERLAY - Includes land designated for Commercial, Professional Office, Business Park, and Light Industrial uses. |

(a) Maximum allowable level of development standard for individual parcels of land.
(b) Assumed overall expected level of development. The development which has occurred to date has not reached the maximum allowed level of density or intensity and future development is expected to be less than the maximum permitted. Therefore, as expected level of density is used when projecting total future dwelling units/population for residential development. Future square footage for non-residential development uses floor area ratio as a measurement of development intensity.
(c) Maximum and effective levels of development are based on underlying land use.

[1] General Plan Amendment 96-01 - dated October 29, 1996.
[2] General Plan Amendment 00-01 - dated May 2,2000.
[3] General Plan Amendment 01-01A - dated July 17, 2001.

of development allowed in particular locations depicted on the Land Use Policy Map.

The residential category includes five designations that allow for a range of housing types and densities. The non-residential grouping includes a variety of designations, such as commercial, professional office, mixed-use, business park, and light industrial to promote a wide range of revenue- and job-generating businesses. Other designations in the non-residential grouping include public facility, community park/open space, regional park/open space, and open space to provide for public uses and open space within the community. The non-residential grouping also includes a transportation corridor designation to provide land area for circulation needs within the planning area.

***Land Use Density and Intensity***

This Element uses certain terminology to describe the 15 land use designations. The term "density" is used for residential uses and refers to the population and development capacity of residential land. Density is described in terms of dwelling units per net acre of land (du/net acre). For example, 50 dwelling units occupying 10 net acres of land is 5.0 du/net acre.

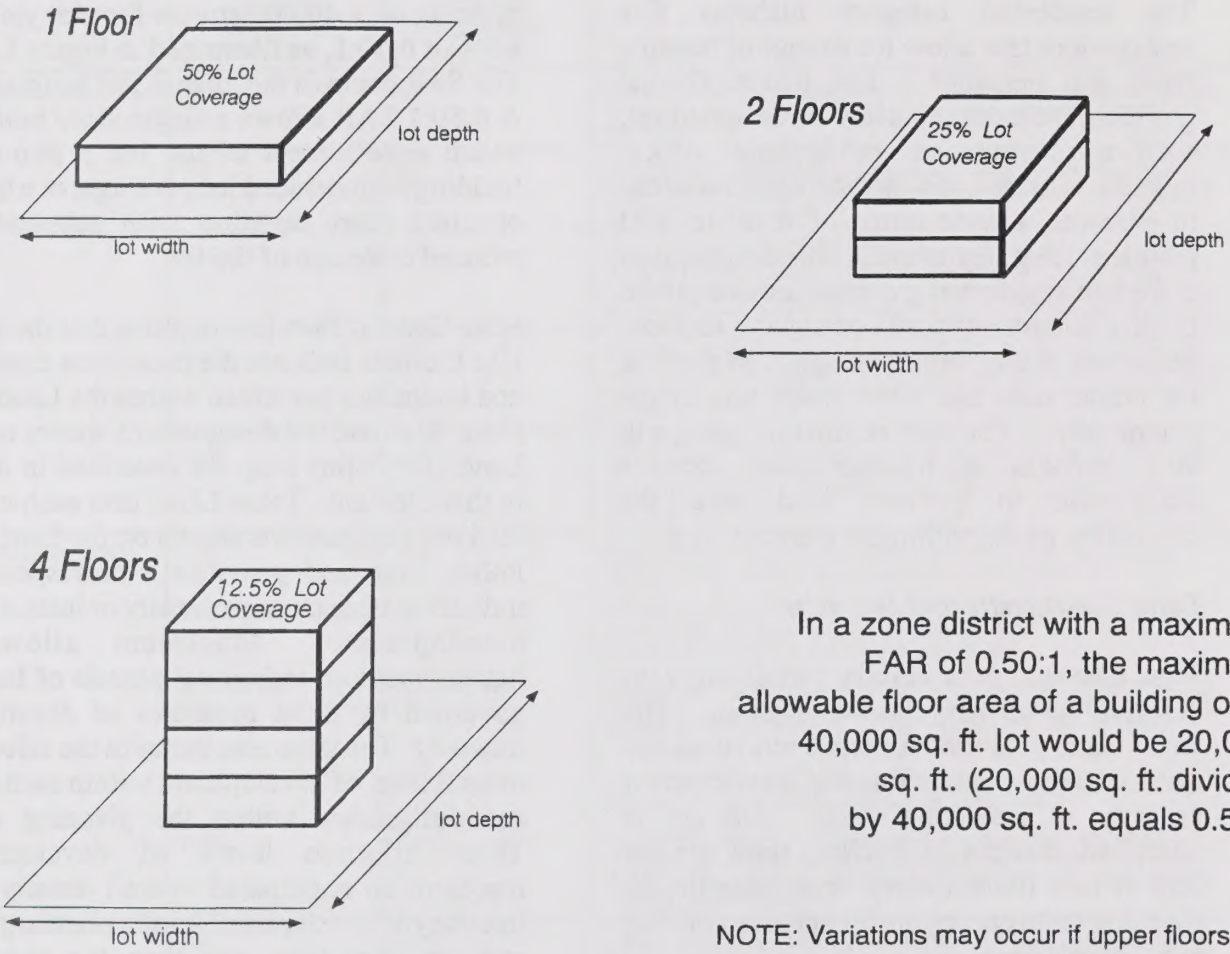
Development "intensity," which applies to non-residential uses, refers to the extent of development on a parcel of land or lot -- the total building square footage, building height, the floor area ratio, and/or the percent of lot coverage. Intensity is often used to describe non-residential development levels; but in a broader sense, intensity is used to express overall levels of both residential and non-residential development types. In this Element, floor area ratio and building square footage are used as measures of non-residential development intensity.

Floor Area Ratio (FAR) represents the ratio between the total gross floor area of all buildings on a lot and the total area of that lot. FAR is determined by dividing the gross floor area of all buildings on a lot by the land area of that lot. For example, a 20,000 square foot building on a 40,000 square foot lot yields a FAR of 0.50:1, as illustrated in Figure LU-3. The FAR controls the intensity of use on a lot. A 0.50:1 FAR allows a single story building which covers most of the lot, a two-story building with reduced lot coverage, or a three- or more story building with substantially reduced coverage of the lot.

State General Plan law requires that the Land Use Element indicate the maximum densities and intensities permitted within the Land Use Plan. The land use designations shown on the Land Use Policy Map are described in detail in this Element. Table LU-2 lists each of the land use designations shown on the Land Use Policy Map and provides a corresponding indication of maximum density or intensity of development. Maximum allowable development on individual parcels of land is governed by these measures of density or intensity. The table also includes the effective overall level of development within each land use designation within the planning area. These effective levels of development represent an anticipated overall density and intensity of development for the planning area and are, therefore, less than the absolute maximum allowed for an individual parcel of land. For various reasons, many parcels in the community have not been developed to their maximum density or intensity and, in the future, maximum development as described in this Element can be expected to occur only on a limited number of parcels.[1]

The overall future development in the planning area is anticipated to occur at the expected level of density or intensity indicated in Table LU-2. Development at an intensity or density between the expected and maximum levels can occur only where

[1]General Plan Amendment 00-01, dated May 2, 2000.




In a zone district with a maximum FAR of 0.50:1, the maximum allowable floor area of a building on a 40,000 sq. ft. lot would be 20,000 sq. ft. (20,000 sq. ft. divided by 40,000 sq. ft. equals 0.50).

NOTE: Variations may occur if upper floors are stepped back from ground level lot coverage.

$$\text{Floor Area Ratio (FAR)} = \frac{\text{Gross Building Area (All Floors)}}{\text{Lot Area}}$$

Lake Forest

General Plan

*Figure LU-3*
*Possible Building Configurations for 0.50:1 Floor Area Ratio*

projects offer exceptional design quality, important public amenities or benefits, or other factors that promote important goals and policies of the General Plan. For the residential land use designations, projects are expected to build to a density at least as high as the lowest density allowed by their respective designations.

**Land Use Designations**

All land in the Lake Forest planning area is assigned to one of the 15 land use designations described below:

***Residential Designations***

***Very Low Density Residential:*** The Very Low Density Residential land use designation provides for the development of very low density single-family dwellings and accessory buildings. Uses such as second single-family structures, guest houses, churches, schools, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of very low density single family neighborhoods may also be allowed.

The designation allows a maximum of two single-family dwelling units per net acre of land. Development under this land use designation should maintain a very low density character. The average population for this residential designation is approximately 3.2 persons per dwelling unit which represents a population density range for this land use designation of 1 to 7 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

***Low Density Residential:*** The Low Density Residential land use designation provides for the development of low density single-family dwellings and accessory buildings. Uses such as second single-family structures, mobile homes, guest houses, churches, schools, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of low density single-family neighborhoods may also be allowed.

The designation allows a maximum of seven single-family dwelling units per net acre of land. Development under this land use designation should maintain a low density character. The average population for this residential designation is approximately 3.2 persons per dwelling unit which represents a population density range for this land use designation of 6 to 23 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

***Low-Medium Density Residential:*** The Low-Medium Density Residential land use designation provides for the development of a wide range of living accommodations, including single-family detached and attached dwelling units, mobile homes, duplexes, and multiple-family dwellings, such as townhomes, condominiums, apartments, and cooperatives. Uses such as churches, schools, community care facilities, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of low-medium density neighborhoods may also be allowed.

The designation allows a maximum of 15 dwelling units per net acre of land. Development under this land use designation should maintain a low-medium density character. The average population for this residential designation is approximately 3.2 persons per dwelling unit which represents a population density range for this land use designation of 23 to 48 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element policy in accordance with

the density bonus provisions of Section 65915 of the California Government Code.

***Medium Density Residential:*** The Medium Density Residential land use designation provides for the development of a wide range of living accommodations, including single-family dwelling units, and multiple-family dwellings, such as townhomes, condominiums, apartments, and cooperatives. Uses such as churches, schools, community care facilities, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of medium density neighborhoods may also be allowed.

The designation allows a maximum of 25 dwelling units per net acre of land. Development under this land use designation should maintain a medium density character. The average population for this residential designation is approximately 2.0 persons per dwelling unit which represents a population density range for this land use designation of 30 to 50 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

***High Density Residential:*** The High Density Residential land use designation provides for the development of a wide range of living accommodations, including single-family dwelling units and multiple-family dwellings, such as townhomes, condominiums, apartments, and cooperatives. Uses such as churches, schools, community care facilities, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of high density neighborhoods may also be allowed.

The designation allows a maximum of 43 dwelling units per net acre of land. Development under this land use designation should maintain a medium density character. The average population for this residential designation is approximately 2.0 persons per dwelling unit which represents a population density range for this land use designation of 50 to 86 persons per acre. The maximum density of this land use category may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

***Non-Residential Designations***

***Commercial:*** The Commercial land use designation provides for a variety of retail, professional office, and service-oriented business activities, many of which are roadway oriented and serve a community-wide area and population.

Other uses that are determined to be compatible with the primary uses may also be allowed.[1] Commercial land uses serve local, as well as broader market areas and generally include professional and business offices, retail and commercial services, and community facilities. Site development standards for this land use designation encourage large projects and provide for adequate setbacks, parking, landscaping, buffering from residential land use areas and other features which create well designed, efficient and attractive projects. The effective intensity of development is a floor area ratio of 0.4:1 and the maximum intensity of development is a floor area ratio of 1.0:1.

***Professional Office:*** The Professional Office designation provides for professional offices and other supporting uses. These uses include professional, legal, medical, general financial, administrative, corporate, and general business offices, as well as supportive commercial uses such as restaurants, medical

[1]General Plan Amendment 94-01, dated July 11, 1995.

services, community facilities, and similar uses which together create concentrations of office employment or community activity. Also included are small convenience or service commercial activities intended to meet the needs of the on-site employee population. Other uses that are determined to be compatible with the primary uses may also be allowed.[1] The effective intensity of development is a floor area ratio of 0.5:1 and the maximum intensity of development is a floor area ratio of 1.2:1.

***Mixed-Use:*** The Mixed-Use designation provides opportunities for mixtures of commercial, office and residential uses in the same building, on the same parcel of land, or within the same area. The primary uses within this designation are commercial retail and office; residential is only allowed when developed in conjunction with commercial and/or office development. Allowable uses include those identified in the Commercial designation and the Professional Office designation and, when developed in conjunction with commercial or office uses, the Low-Medium Density Residential and the Medium Density Residential. When mixtures of uses occur in the same building, retail uses or offices are usually located on the ground floor with residential uses above. The mixed uses are located in areas where multiple activities and pedestrian orientation are considered to be desirable objectives. The effective intensity of non-residential development is a floor area ratio of .2:1 and the maximum intensity of development is a floor area ratio of 1.2:1. The effective density of 15 dwelling units per net acre of land (equivalent to an FAR of .35:1) and a maximum density of 25 dwelling units per net acre of land is allowed when residential development is combined in the same building or on the same parcel as commercial or office uses.

***Business Park:*** The Business Park designation provides opportunities for a mixture of all those uses allowed under the Commercial, Professional Office and Light Industrial land use designations. The effective intensity of development is a floor area ratio of .35:1 and the maximum intensity of development is a floor area ratio of 1.0:1.

***Light Industrial:*** The Light Industrial designation provides for a variety of light industrial uses that are non-polluting and which can co-exist with surrounding land uses and which do not in their maintenance, assembly, manufacturing or operations create smoke, gas, dust, sound, vibration, soot or glare to any degree which might be obnoxious or offensive to persons residing or conducting business in the City. Allowable uses include wholesale businesses, light manufacturing and processing, research and development uses, warehousing and storage, distribution and sales, high technology production, retail sales and related uses. Other uses that are determined to be compatible with the primary uses may also be allowed.[2] The effective intensity of development is a floor area ratio of .35:1 and the maximum intensity of development is a floor area ratio of .6:1.

***Public Facility:*** The Public Facility designation includes a wide range of public uses distributed throughout the community, such as schools, government offices and facilities, public utilities, libraries, fire stations, sheriff sub-stations, cemeteries, hospitals, and other public uses. The effective intensity of development is a floor area ratio of .2:1 and the maximum intensity of development is a floor area ratio of 1.2:1.

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[1]General Plan Amendment 94-01, dated July 11, 1995.

[2]General Plan Amendment 94-01, dated July 11, 1995.

***Community Park/Open Space:*** The Community Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of the community. This designation includes all public parkland, open space, and associated public recreational activities, such as indoor and outdoor sports/athletic facilities, museums, theaters, and similar uses. The effective intensity of development is a floor area ratio of .1:1 and the maximum intensity of development is a floor area ratio of .4:1.

***Regional Park/Open Space:*** The Regional Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of the community and other nearby areas in the region. This designation includes the Whiting Ranch Regional Wilderness. Park and other County of Orange open space along portions of Serrano Creek and Aliso Creek. This designation applies to land that is generally maintained as natural open space with minimal improvements. The effective intensity of development is a floor area ratio of .001:1 and the maximum intensity of development is a floor area ratio of .1:1.

***Open Space:*** The Open Space designation provides for private open space designed to meet the active and passive recreational needs of the community. This designation includes open space that is held under private ownership, and includes facilities for active and passive recreational activities. Open Space activities include indoor and outdoor sports/athletic facilities, lakes, club houses, meeting rooms, outdoor gathering areas, and similar uses, as well as ornamentally landscaped and natural landscaped open areas. The effective intensity of development is a floor area ratio of 1:0.5 and the maximum intensity of development is a floor area ratio of .4:1.[1]

***Transportation Corridor:*** The Transportation Corridor designation applies to the land within the corridors of the San Diego Freeway (Interstate 5), the Foothill Transportation Corridor, and the Southern California Regional Rail Authority, and other arterial highways. Lands within these corridors are reserved for transportation purposes as the primary use. Secondary uses, such as open space linkages and landscaped areas, public and private parking areas, and other transportation-related activities and facilities are also allowed. The effective intensity of development is a floor area ratio of .01:1 and the maximum intensity of development is a floor area ratio of .2:1.

**Land Use Overlay**

***Mineral Resource Overlay (MRZ-2):*** The Mineral Resource Overlay designation applies to areas classified as an important Mineral Resource (MRZ-2) by the State Department of Conservation - Division of Mines and Geology. This overlay provides for the management and utilization of mineral resources on an interim basis. The underlying land use designation represents the future planned use of the land following reclamation from mining. There is no intensity of development for this overlay, other than the intensity of development for the underlying land use designation.[2]

***Business Development Overlay (BDO):*** The Business Development Overlay designation applies to areas designated for Commercial, Professional Office, Business Park, and Light Industrial land uses as shown in Figure LU-2. The overlay provides for a balance of land uses required for the continued fiscal well-being of the community. Private property owners of land subject to the Business Development Overlay must prove that proposed land use designation changes will not result in a loss of future net revenue for the City. The underlying land use designation represents the future planned use of the land, and there is no intensity of development of this overlay, other than the intensity of devel-

[1] General Plan Amendment 01-01A, dated July 17, 2001.

[2] General Plan Amendment 96-01, dated October 29, 1996.

opment for the underlying land use designation.[1]

**Development Capacity**

The Land Use Plan for Lake Forest includes expected levels of residential and non-residential development, where all land in the planning area is developed according to the Plan. The expected levels of development establish a capacity for the Land Use Plan that is expressed as estimates of total dwelling units, total population, and total square footage of non-residential development in the future.

Table LU-3 summarizes the development capacity of the Land Use Plan. This table provides a breakdown of land uses within the Lake Forest planning area for purposes of identifying the estimated development capacity of the Land Use Plan.

The degree to which the estimated capacity exceeds projected population is referred to as "overage." Some overage is desirable to make allowance for inevitable small pockets of undevelopable land, to allow for difficulty in recognizing development trends in completely vacant areas, to allow for unforeseen need for public utilities, and to recognize that some owners will maintain their land in an undeveloped state beyond the time span of the Plan. The Southern California Association of Governments (SCAG) has recommended that Plan capacity not exceed approximately 1.20 to 1.25 times the projected population. The measurement of capacity is accomplished by dividing the difference between maximum population capacity of the Plan by the projected population. For the Lake Forest planning area, the maximum population capacity of the Plan is approximately 89,000 and the projected population is approximately 82,000, resulting in a capacity of 1.09 .[2]

## IMAGE AND IDENTITY

Lake Forest has many desirable physical qualities, including its lakes, urban forest, trees, major open space areas, accessible community facilities and well planned residential neighborhoods. The image and identity of the community will be enhanced in the future to create a greater sense of community and connection.

The image of Lake Forest will be further enhanced through landscaping improvement and strengthening, particularly along public areas adjacent to major thorough-fares and at points where those thorough-fares enter the community.

Existing landscaping can be strengthened with additional planting to produce dramatic effects that create recognizable landmarks within the community. Other improvements to man-made structures, such as signs, benches, and street lighting can be made in concert with landscaping improvements to produce scenes along streets and other public areas within the community that are recognizable and create a "sense of place" for those who work or reside in Lake Forest.

The City includes a significant grove or forest of eucalyptus trees in the south-central portion of the planning area that is one of its strongest natural features. In the early 1900's, Dwight Whiting planted 400 acres of eucalyptus "forest" in an attempt to use the wood as a major source of lumber for various purposes. However, because eucalyptus wood cracks along its length, Whiting's economic experiment failed. His loss has become an important gain for the community of Lake Forest by providing uncut forest contributing to the City name.

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[1] General Plan Amendment 00-01, dated May 2, 2000.

[2] General Plan Amendment 01-01A, dated July 17, 2001.

# TABLE LU-3
# LAND USE PLAN DEVELOPMENT CAPACITY SUMMARY

| Land Use Designations | Total Acres | Total Dwelling Units | Total Square Footage (000,s) | Average Persons Per Dwelling Unit | Total Population |
|---|---|---|---|---|---|
| **Residential Designations** | | | | | |
| Very Low Density Residential (0-2 du/ac) | 0.0 | 0 | | 2.9 | 0 |
| Low Density Residential (2-7 du/ac) | 2,061 | 13,314 | | 2.9 | 38,611 |
| Low-Medium Density Residential (7-15 du/ac) | 715 | 7,404 | | 2.9 | 21,472 |
| Medium Density Residential (15-25 du/ac) | 258 | 5,760 | | 2.9 | 16,704 |
| High Density Residential (25-43 du/ac) | 16 | 648 | | 2.9 | 1,879 |
| SUBTOTAL | 3,050 | 27,126 | | | 78,666 |
| **Non-Residential Designations** | | | | | |
| Commercial | 745 | | 10,385 | | |
| Professional Office | 45 | | 784 | | |
| Mixed-Use | 81 | 1,008 | 565 | 2.9 | 2,923 |
| Business Park | 814 | | 9,928 | | |
| Light Industrial | 860 | | 10,489 | | |
| SUBTOTAL | 2,545 | | 32,151 | | 2,923 |
| Public Facility | 354 | | 2,467 | | |
| Community Park/Open Space | 202 | | 704 | | |
| Regional Park/Open Space | 2,030 | | 71 | | |
| Open Space (with Lake) | 1,026 | | 1,788 | | |
| Transportation Corridor | 513 | | 179 | | |
| Local Roadways | 1,127 | | | | |
| Mineral Resource Overlay | (b) | | (b) | | |
| Business Development Overlay [1] | (c) | | (c) | | |
| TOTAL | 10,847 | 28,134 | 37,359 | | 81,589 |

A This figure represents the general population for Lake Forest.

B Approximately 62 acres of land is designated as an important Mineral Resource Zone (MRZ-2) under this overlay. The underlying future planned land use is Commercial and Business Park and the acreage is reflected under these land designations.

C Approximately 2,400 acres of land are designated as Business Development Overlay (BDO) under this overlay. The underlying future planned land use is Commercial, Professional Office, Business Park, and Light Industrial and the acreage is reflected under these land designations.[2]

[1] General Plan Amendment 00-01, dated May 2, 2000.

[2] General Plan Amendment 01-01A, dated July 17, 2001

Many other parts of the community also include smaller, but important groupings of these trees that have been used for agricultural purposes. The eucalyptus forest and other mature trees can be preserved to maintain an important natural asset of the community. The image and identity of Lake Forest will also be further enhance by the establishment of a major civic or community center that will be recognized as the focal point for public and community activities. This central facility may include governmental services, such as City administrative and other government offices, as well as recreational and cultural activities that act as a magnet for large gatherings of people and celebrations of important community events.

## COMPATIBLE AND COMPLEMENTARY DEVELOPMENT

Land use incompatibility can occur where differences exist among uses that are near one another. These incompatibilities may result from differences in the physical scale of development, noise levels, traffic levels, hours of operation and other factors. The overall quality of life in Lake Forest is dependant to a great extent upon the maintenance of compatibility among the different land uses comprising the community.

The City Zoning Ordinance is one of the primary regulatory documents that is used to ensure land use compatibility. The Ordinance contains standards for development, such as minimum lot sizes, building setback and maximum height limitations, parking and landscaping requirements, and others standards that are designed to promote compatibility. In addition to the Zoning Ordinance, the City Subdivision and Grading Ordinances are important regulatory tools to control the subdivision of land and alteration of land in preparation for development. These ordinances will be reviewed and updated periodically to maintain consistency with new state and local legislation, court decisions, and community values.

Land use compatibility is also addressed as part of the City site development permit and environmental review process. Proposed development projects are reviewed by the City to promote high quality in urban design and to minimize associated environmental impacts. Precise development project planning may also be reviewed by the City and other public agencies through a specific plan process allowed by state law to ensure compatibility and consistency with surrounding development in the community. Proposed development will also be reviewed for consistency with the noise, safety, and building height criteria.[1]

Systematic enforcement of City ordinances and monitoring of development within and around the planning area will be used to maintain the quality of life in the community. Development monitoring by the City can be used to ensure that affected public agencies are capable of providing necessary facilities and services in support of proposed development.

Landscaping is an important factor in achieving land use compatibility where commercial and industrial development is adjacent to residential development. The standards for landscaping in these areas will be strengthened to achieve greater aesthetic and functional compatibility in these critical areas.

## DEVELOPMENT OF PLANNED COMMUNITIES

Future development in Lake Forest is primarily based upon pre-incorporation planning for nine large scale Planned Communities (Figure LU-4). These Planned

[1]General Plan Amendment 01-01A, dated July 17, 2001.

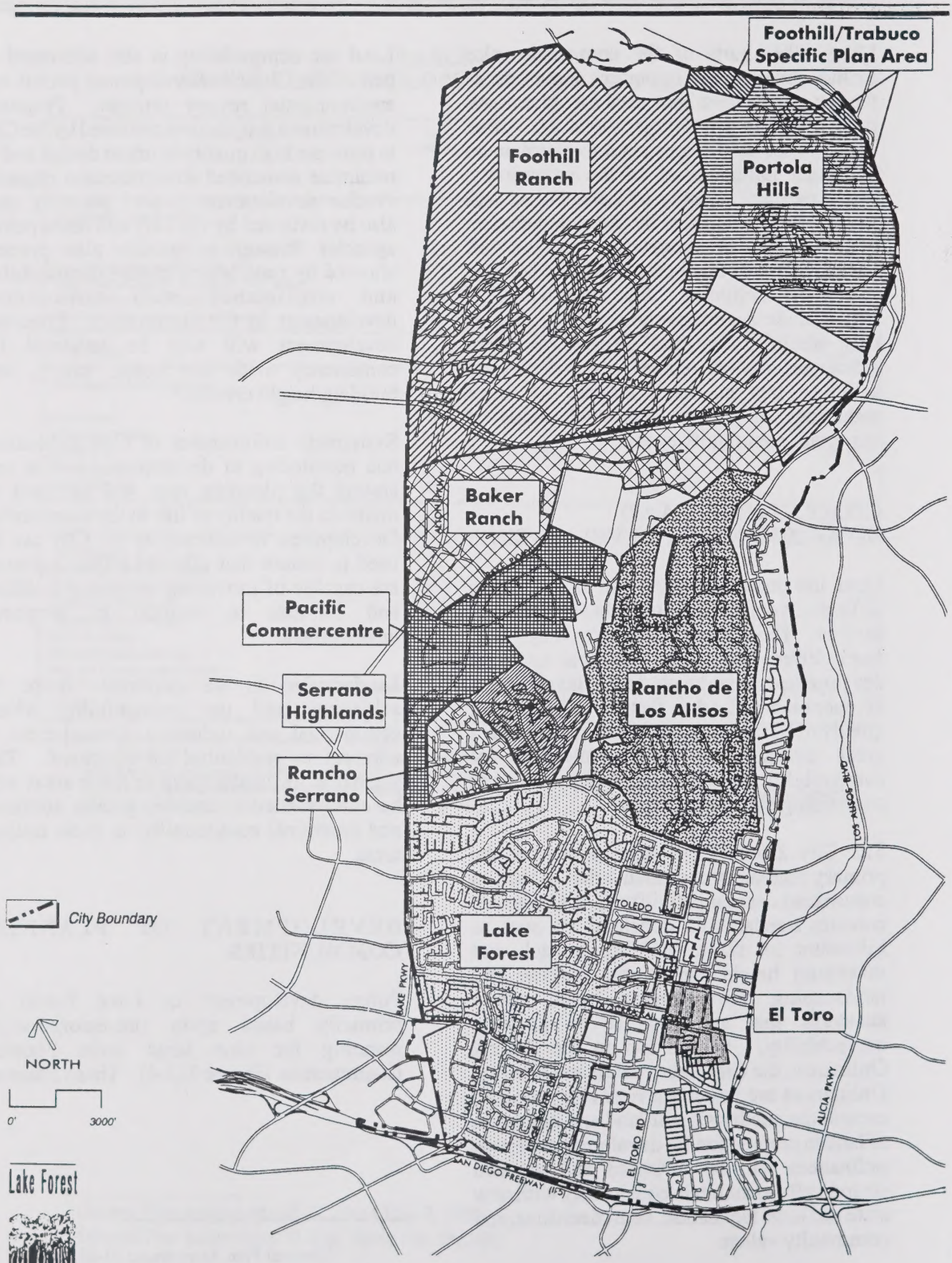


*Figure LU-4*
*Planned Communities*

Communities include Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho a de los Alisos, Rancho Serrano, Serrano Highlands, Foothill Ranch, Portola Hills, and Foothill/Trabuco Specific Plan area.[1] Several of these Planned Communities are also the subject of development agreements which identify the levels of development allowed and important public facilities that will accompany such development. Development in these areas will follow the individual Planned Community development plans and agreements.

Development proposals within these Planned Communities will be reviewed for consistency with approved development plans and agreements. Any proposed amendments to the approved Planned Communities will also be reviewed to ensure that such amendments support the fiscal stability of the City, provide necessary public facilities and services, and minimize environmental impacts.

## ECONOMIC DIVERSITY, EXPANSION AND BUSINESS RETENTION

The level of public services desired by the community will be sustained over time through continued enhancement of City revenue. The City will improve its fiscal stability through a general diversification of its economic base. This will be accomplished by promoting the continued development of the central portion of the planning area that is identified on the Land Use Policy Map for non-residential development such as the implementation of the Business Development Overlay.[2] Diversification will be based on retaining existing businesses, as well as attracting new retail, service commercial, and employment-generating businesses to the community.

Attracting and retaining businesses that contribute to economic stability represents an important effort by the City. The City will utilize a Retention and Economic Development Committee (REDC) to promote economic development activities in Lake Forest. The REDC will conduct periodic meetings with the business community to ascertain the effectiveness of such efforts.

Incentives to attract businesses to the community, such as City fee reductions or deferrals, permit assistance, fast-track permit processing, formal recognition of businesses contributing to the community may be used to achieve a partnership between the business community and the City. City staff assigned to work with the business community can act as an important liaison between local government and business. City development and provision of data on retail, commercial, industrial and office space can provide an important connection between City and business interests that will be beneficial in achieving economic stability. The City newsletter can serve as a means to communicate market information to local businesses. Training the City Council, Planning Commission and City staff regarding current business and market trends can help economic activity. Programs available under state and federal law can also be utilized by the City in its efforts improve economic and fiscal stability.

## REVITALIZATION OF OLDER AREAS

Revitalization and rehabilitation of older development in the community can substantially improve the overall quality of life in Lake Forest. Buildings, landscaping, and public facilities can be improved physically through rehabilitation efforts designed to breathe new life into areas that may otherwise decline over time.

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[1] General Plan Amendment 01-01A, dated July 17, 2001.

[2] General Plan Amendment 00-01, dated May 2, 2000.

Enforcement of City ordinances regulating building, zoning, health and safety, as well as community programs aimed at removal and prevention of graffiti will have very positive effects. The use of Community Development Block Grant Funds for commercial and residential rehabilitation also provides a sound approach for revitalization.

For larger distinct areas that would benefit from revitalization and focused study of improvement needs, state law provides a planning approach known as the Specific Plan that can be used to promote positive changes over time. The Specific Plan can be prepared for such Special Study Areas as a cooperative efforts by the City and interested property owners to plan for improvements and changes within an area to achieve both economic and other land use planning objectives. Such areas do not have to be comprehensively identified in the General Plan, but one such area that is appropriate for a Specific Plan is the El Toro Planned Community area. In particular, the business area located on the southeast side of El Toro Road along both sides of the railroad tracks has developed over time with a variety of commercial and industrial uses that would benefit from more precise study and planning for the organization of uses and the infrastructure needed to serve those uses. Figure LU-5 depicts the El Toro Special Study Area.


El Toro Special Study Area

City Boundary

NORTH 0' 1000'

Lake Forest

General Plan

SOURCE: City of Lake Forest

Figure LU-5
El Toro Special Study Area

# 2000 - 2005 HOUSING ELEMENT

LAKE FOREST

GENERAL PLAN

**Adopted December 19, 2000**

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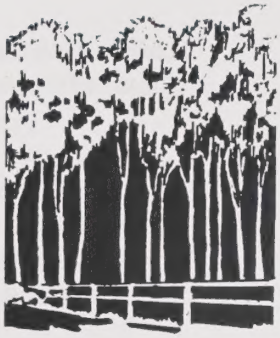
# INTRODUCTION



The Housing Element is a guide for housing within Lake Forest. The Element provides an indication of the need for housing in the community in terms of housing affordability, availability, adequacy, and accessibility. The Element provides a strategy to address housing needs and identifies a series of specific housing programs to meet community needs.

This Housing Element has been prepared in conjunction with the City's 2000-2005 HUD Consolidated Plan. The Consolidated Plan satisfies the statutory requirements for Lake Forest's formula grant program; the Community Development Block Grant (CDBG) program. The City became an entitlement jurisdiction in 1994 and now receives its CDBG allotment directly from HUD. The purpose of the Plan is to address the needs of lower income groups who are the intended beneficiaries of HUD programs. A detailed Housing and Community Development Needs Assessment was prepared as part of the Consolidated Plan, which also serves as the technical background document to the Housing Element. The Needs Assessment is included in the Housing Element as Appendix B, with key points from the assessment synthesized in the Housing Context Section of this Element.

## PURPOSE OF THE HOUSING ELEMENT

The Housing Element is an official municipal response to a growing awareness for the need to provide housing for all economic segments of the community, as well as legal requirements that housing policy be made a part of the planning process. The Housing Element provides Lake Forest the opportunity to plan for the existing and future housing needs in the community. The Lake Forest Housing Element has been prepared in compliance with the 2000-2005 five-year update cycle for cities in the SCAG (Southern California Association of Governments) jurisdiction. This Housing Element identifies strategies and programs that focus on: 1) conserving and improving existing affordable housing; 2) providing adequate housing sites; 3) assisting in the development of affordable housing; 4) removing governmental constraints to the development of housing; and 5) promoting equal housing opportunities.

## SCOPE AND CONTENT OF THE ELEMENT

The Housing Element is comprised of four sections: 1) Introduction; 2) Issues, Goals and Policies; 3) Housing Context; and 4) the Housing Plan. The Element analyzes the City's housing needs through a review of population, household and housing stock characteristics and sets forth housing goals and policies for Lake Forest to address these needs. Specific housing requirements and an analysis of sites available to meet these needs are discussed in the Housing Context section. Specific housing programs that will implement the goals and policies are identified in the section entitled Housing Plan.

The State Legislature recognizes the role of local general plans and particularly the Housing Element in implementing Statewide housing goals to provide decent and adequate housing for all persons. Furthermore, the Legislature stresses continuing efforts toward providing affordable housing for all income groups.

The major concerns of the Legislature with regard to the preparation of Housing Elements are:

- Recognition by local governments of their responsibility in contributing to the attainment of State housing goals;
- Preparation and implementation of City and County Housing Elements which coordinate with State and Federal efforts in achieving State housing goals;
- Participation by local jurisdictions in determining efforts required to attain State housing goals; and
- Cooperation between local governments to address regional housing needs.

The State Department of Housing and Community Development sets forth specifics regarding the scope and content of housing elements prepared by cities and counties.

## PUBLIC PARTICIPATION

Section 65583(c)(5) of the Government Code states that "The local government shall make diligent effort to achieve public participation of all the economic segments of the community in the development of the housing element, and the program shall describe this effort." Public participation played an important role in the formulation of the Lake Forest housing goals and policies and in the development of a Land Use Plan which determines the extent and density of future residential development in the community.

City residents have several opportunities to recommend strategies, review, and comment on the Lake Forest Housing Element. The Planning Commission conducted a study session upon completion of the draft Housing Element to receive input from key decision makers and the public. Once the State Department of Housing and Community Development (HCD) has reviewed the draft Element, public hearings are conducted before both the Planning Commission and City Council. Meeting agendas are posted on the City's website, and notification is published in the local newspaper in advance of each hearing. Copies of the draft Element are available for review at City Hall and the public library, and copies of the Element are sent directly to service providers who serve the City's special needs populations. These service providers include organizations who represents the following groups:

- seniors
- persons with disabilities
- battered women and teens
- low income persons at-risk of homelessness
- homeless

In addition, as part of the Consolidated Plan process, the City recently conducted a workshop with local public service providers. The purpose of this workshop was to identify the concerns and unique housing needs of the community's special needs population, including the elderly, disabled, female head-of-households, military personnel and the homeless.

## RELATED PLANS AND PROGRAMS

A number of local and regional plans and programs relate to the Housing Element. A brief description of these plans and programs follows.

**City of Lake Forest HUD Consolidated Plan 1999-2005:** The Consolidated Plan is a five-year plan which must be prepared by entitlement jurisdictions in order to receive Federal housing funds. As an entitlement jurisdiction, Lake Forest has prepared a Consolidated Plan which identifies the City's overall housing and community development needs, and outlines a strategy to address those needs over a five-year period from 2000 to

2005. This Plan satisfies HUD's statutory requirements for Lake Forest's formula program, Community Development Block Grant (CDBG). The coordinated housing development plan incorporates Federal, State, and local resources; and a one-year implementation plan with provisions for monitoring by HUD.

An overall assessment of the housing and community development needs in Lake Forest was prepared as part of the Consolidated Plan. This needs assessment provides the foundation for establishing priorities and allocating federal, state and local resources to address the identified needs. The analysis examines the major components of housing need including demographic and housing stock characteristics, trends in Lake Forest's population, households, and the type of housing available.

**Regional Housing Needs Assessment (RHNA):** State Housing Element Law requires the Southern California Association of Regional Governments (SCAG) to create a plan every five years, the Regional Housing Needs Assessment (RHNA), which identifies a community's existing and future housing needs. SCAG has developed Lake Forest's future housing needs for the period covering 1998 through 2005, identified as 183 new units.

**El Toro Redevelopment Project Area:** Authority over the El Toro Redevelopment Project Area was recently transferred from the Orange County Redevelopment Agency to the Lake Forest Redevelopment Agency. The Redevelopment Agency Transfer Agreement provides for the receipt of $150,000 of County housing set-aside funds to be used towards the capital costs of an eligible housing project within the project area boundaries. The City projects that over $800,000 in set-aside funds will be generated from 2000 to 2005 to be used in support of affordable housing activities.

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Lake Forest General Plan contains the following six elements: 1) Land Use; 2) Housing; 3) Circulation; 4) Recreation and Resources; 5) Safety and Noise; and 6) Public Facilities/Growth Management. The City will ensure consistency between the various General Plan elements and ensure policy direction introduced in one element is reflected in other plan elements. For example, residential development capacities established in the Land Use Element and constraints to development identified in the Safety/Noise Element are incorporated into the Housing Element. This Housing Element builds upon the other General Plan elements and is entirely consistent with the policies and proposals set forth by the Plan. As the General Plan is amended through time, the City will review the Housing Element for internal consistency, and make any necessary revisions.

# ISSUES, GOALS AND POLICIES

This Section of the Housing Element contains the goals and policies the City of Lake Forest intends to implement to address housing-related issues. The following issue areas are addressed: 1) provide housing diversity and opportunities; 2) maintain and preserve housing; and 3) promote home ownership.

## HOUSING DIVERSITY AND OPPORTUNITIES

The diversity of housing opportunities in Lake Forest distinguishes the City from many other south Orange County communities and has attracted residents into the City. Continuing to provide a balanced inventory of housing in terms of unit type (single-family, multi-family, mobile home), cost, and style will allow the City to fulfill a variety of housing needs.

**GOAL 1.0: Adequate housing to meet the existing and future needs of Lake Forest residents.**

**Policy 1.1:** Ensure the provision of a variety of housing opportunities (ownership and rental) in Lake Forest including low density single-family homes, moderate density townhomes, higher density apartments and condominiums and mobile homes to fulfill regional housing needs.

**Policy 1.2:** Facilitate the development of affordable housing by offering development incentives.

**Policy 1.3:** Encourage development of City's remaining Medium Density housing sites with multi-family housing.

**Policy 1.4:** Ensure that the design of new residential development is compatible with that of existing residences.

**Policy 1.5:** Encourage the development of residential units whose design and market intent is to meet the needs of special groups, such as the elderly, the physically challenged and the homeless.

**Policy 1.6:** Encourage the development of new housing units in close proximity to public transportation and community services.

**Policy 1.7:** Evaluate sites within the El Toro Road Specific Plan/Redevelopment Area for potential mixed use development.

**Policy 1.8:** Remove or reduce governmental constraints on affordable housing development, while maintaining compatibility with surrounding development.

**Policy 1.9:** Support the provision of housing services in meeting the housing needs of Lake Forest residents.

**Policy 1.10:** Encourage residential developments to incorporate a minimum of 15% affordable units.

**Policy 1.11:** Identify potential sites in the City to expand housing opportunities through public/private partnerships.

## MAINTENANCE AND PRESERVATION OF HOUSING

The majority of the Lake Forest housing stock is in good condition. However, some of the City's older neighborhoods and multi-family structures show evidence of deferred maintenance. As the City's housing stock continues to age, on-going

maintenance is vital to prevent further deterioration.

**GOAL 2.0: Maintenance and enhancement of the quality of existing residential neighborhoods.**

**Policy 2.1:** Improve the overall quality and conditions of existing housing in Lake Forest.

**Policy 2.2:** Continue to offer rehabilitation and home improvement assistance to low and moderate income households, mobilehome park residents and seniors.

**Policy 2.3:** Undertake comprehensive neighborhood improvements in the City's targeted neighborhoods, including focused code enforcement and neighborhood clean-up days.

**Policy 2.4:** Work to preserve restricted low income housing in the City that is at-risk of converting to non-low income use.

**Policy 2.5:** Continue to support tenant purchase of mobilehome parks.

## HOME OWNERSHIP

The option of home ownership has become a privilege in California which is often not available to low and even moderate income households or potential first time homebuyers. The City will investigate means of increasing home ownership opportunities.

**GOAL 3.0: Increased opportunities for home ownership.**

**Policy 3.1:** Encourage the development of affordable home ownership housing for first-time homebuyers.

**Policy 3.2:** Pursue state and federal funding sources to provide favorable home purchase options to low and moderate income households.

## RELATED GOALS AND POLICIES

The goals and policies described in the Housing Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Housing Element. These supporting goals and policies are identified in Table H-1.

## TABLE H-1
## HOUSING RELATED GOALS AND POLICIES BY ELEMENT

| Housing Issue Area | Related Goals and Policies by Element | | | | | |
|---|---|---|---|---|---|---|
| | Land Use | Housing | Circulation | Recreation and Resources | Safety/ Noise | Public Facilities/ Growth Management |
| Housing Diversity and Opportunities | 1.2, 3.1, 3.4 | | 3.1, 4.3 | 7.5 | | 7.1, 8.1, 9.1, 9.2 |
| Maintenance and Preservation of Housing | 6.1 | | | | 5.2 | |
| Home Ownership | 4.1, 4.2 | | | 7.5 | | |

Source: General Plan Amendment 96-01, dated 10/29/96.

# HOUSING CONTEXT

Assuring the availability of adequate housing for all social and economic segments of Lake Forest's present and future population is a primary goal of the Housing Element. This section of the Housing Element provides a summary of the community's housing needs, evaluates the City's ability to fulfill its share of regional housing growth needs, and evaluates the City's progress in implementing the existing 1994 Housing Element.

## SUMMARY OF HOUSING NEED

The following section summarizes key housing needs as identified through the needs assessment process. Appendix A of the General Plan contains the comprehensive needs assessment from which this summary is drawn. The summary of needs is organized into four areas: housing availability; housing affordability; housing adequacy; and special needs households. These needs are also summarized in Table H-2.

**TABLE H-2**
**LAKE FOREST EXISTING HOUSING NEEDS**

| **Housing Availability** | | **Housing Affordability** | |
|---|---|---|---|
| Overcrowded Households | 904 | Overpaying Households | 2,856 |
| Renter Households | 441 | Lower Income Renter | 1,831 |
| Owner Households | 463 | Lower Income Owner | 1,025 |
| | | Income Distribution of Households | |
| | | Lower (0-80% MFI) | 4,558 |
| | | Moderate (81-120% MFI) | 4,954 |
| | | Upper (>120%) | 10,305 |
| **Housing Adequacy** | | **Special Needs Households/Persons** | |
| Total Units in Need of Repair | 254 | Elderly Households | 3,958 |
| Substandard, Needs | | (In poverty) | 151 |
| Rehabilitation | 212 | Large Households | 2,333 |
| Substandard, Needs | | Disabled Persons | 3,314 |
| Replacement | 42 | Female-Headed Households | 1,573 |

Sources: 1990 Census distribution applied to 1993 household estimates by California State Department of Finance; Cotton/Beland/Associates, Housing Conditions Survey, 1993.

Note: Special needs figures cannot be totaled because categories overlap and are not exclusive of one another.

### Housing Availability

Lake Forest's housing stock (1999) consists of 14,083 single-family homes, 5,412 multi-family units including both condominiums and townhomes, and 1,224 mobile home units located in four mobilehome parks. Three-quarters of the City's households are owner-occupied. Residential growth during the 1990's has been extremely limited, with only one 42-unit project developed in the City since 1993. Due to such limited growth, residential vacancies in the City are limited.

Despite the lack of newly developed units, Lake Forest does have a healthy housing resale market. Between 1998 and 1999, there were 918 single-family and 280 multi-family homes sold. The average price of a single-family home was reported at about $264,000 and the average price for a condominium was about $130,000.

The rental housing market in Lake Forest includes apartments, townhomes, condominiums, single-family homes, and mobilehomes. Most of the apartment rental stock consists of one- and two-bedroom units renting from $799 to $1,200, with an overall median rent of $964. Less than five percent of available rental units had three or more bedrooms. Rental rates at the City's four mobile home parks range from $570 to $675, representing a more affordable option than apartments.

Overcrowding is also an indicator of the availability of affordable housing. In 1990, approximately 5 percent (904 units) of the City's total households were overcrowded. Of these households, approximately half were renter households and half were owner households.

### Housing Affordability

The 1990 Census documents 2,856 lower income households overpaying for housing costs in Lake Forest (spending greater than 30 percent income in housing). Almost two-thirds of these overpaying households are renters.

At an average price of $264,000 for a single-family home, only moderate and upper income households can afford the cost of single-family housing in Lake Forest. Low income households may be able to afford to purchase a condominium, although downpayment and closing costs may still present an obstacle to homeownership.

In terms of affordability of the City's rental housing, very low income households have few rental options within their range of affordability. Similar to most Orange County cities, very low income households in Lake Forest who are unable to secure some form of subsidized housing are faced with doubling-up to save on housing costs, renting smaller units which may be of inadequate size, on overpaying for rent. In contrast, low income households can afford a one-bedroom unit and most two-bedroom rental options in the City.

### Housing Adequacy

The accepted standard for major housing rehabilitation needs is after 30 years. Lake Forest has a fairly new housing stock, as only ten percent of the City's housing stock was built prior to 1970.

In 1993, the City conducted a housing conditions survey in its older neighborhoods to assess the magnitude of substandard housing and rehabilitation needs. The conditions survey confirmed that even in the City's oldest neighborhoods, the housing stock is of high quality and has been well maintained. Of the 1,483 units surveyed, over 90 percent of the units surveyed received a rating of "good", exhibiting no outward signs of decay. It was estimated that about 254 units are in need of repair, and were considered substandard and in need of rehabilitation or replacement.

### Special Needs

Certain segments of the population may have more difficulty in finding decent, affordable housing due to their special needs.

***Elderly***: Approximately seven percent of the City's population in 1990 was 65 years of age and older, many of who reside in the City's mobilehome parks. As the City's population continues to age, and a greater number of the elderly become frail, the need for supportive senior housing will increase.

***Disabled***: Disabilities can hinder access to housing units of conventional design, as well as limit the ability to earn adequate income. An estimated 3,300 Lake Forest residents over 16 years of age have some form of disability, comprising about six percent of the City's population. As the City's senior population grows, so will the number of persons with disabilities in need of supportive housing.

***Female-Headed Households***: Female-headed households, particularly those with children, tend to have lower incomes, thus limiting housing availability for this group. Lake Forest has an estimated 1,573 female-headed family households, half with children.

***Large Households***: Lake Forest has an estimated 2,333 households with five or more members, representing 12 percent of the total households. Approximately 1,838 (79 percent) of these large households were owner-occupied and 495 (21 percent) were renter-occupied. Large renter households face particular difficulty in locating rental units with three or more bedrooms, and are therefore frequently faced with overcrowding in smaller units, or overpaying for single-family home rentals.

***Homeless:*** According to the 1990 Census data, no homeless individuals in Lake Forest resided in emergency shelters or were seen on City streets at the time of the Census count. The Census count of homeless persons, however, may not be considered a complete or adequate indicator of homelessness in Lake Forest.

The City provides funding support to non-profit organizations for the provision of transitional housing units in Lake Forest to assist families and other who are homeless or at-risk of becoming homeless.

## RESIDENTIAL SITES ANALYSIS

### Availability of Sites for Housing

The City's General Plan identifies only three remaining vacant sites for new residential development within the City limits, totaling 24 acres (See Figure H-1). The following summarizes the development potential on these sites, quantified in Table H-3.

Site #1 encompasses approximately 6 acres and is designated for Medium Density residential development, permitting densities up to 25 units/net acre. Assuming an average density of 20 units per acre, this site could accommodate 120 units. The City is currently evaluating an application for development of 132 apartment units on this site, and is negotiating with the developer for inclusion of deed restricted units affordable to low income households in exchange for a reduction in development fees.

Site #2 is the Saddleback Ranch Apartment site (23151 Los Alisos Boulevard), which is designated for Medium Density Residential uses under the City's General Plan. Currently, 305 multi-family units are located on the site and 6.7 acres of the site is designated as Regional Park/Open Space. An estimated 12.2 net acres of this site is vacant and available for housing. Assuming an average density of 20 units/acre, this vacant acreage could support approximately 244 multi-family units. The actual number of units on this property may

well exceed this based on the 25 units/acre permitted.

Site #3 is a six acre vacant site designated for Low Density Residential development, allowing up to 7 units/acre. An estimated 30 single-family dwelling units can be accommodated on this site.

MCAS El Toro has served as a significant constraint to residential development in a large portion of the City. While the Air Station closed in mid 1999, it is premature to determine whether a commercial airport or non-aviation land use will replace MCAS El Toro, and whether residential would be an appropriate land use in the area.

The City is currently in the process of developing a Specific Plan for the El Toro Road commercial corridor, and is evaluating sites for inclusion of residential/commercial mixed use in the area. The Specific Plan encompasses the El Toro Road Redevelopment Project Area, providing opportunities for use of both 80% tax increment and housing set-aside funds to attract mixed use development. *Program #4 - El Toro Road Mixed Use* has been added to the Housing Element's 5 Year Action Plan.

**TABLE H-3**
**LAKE FOREST RESIDENTIAL SITE INVENTORY**

| Residential Designations | Gross Acres in City | | Remaining Vacant Sites in City | |
|---|---|---|---|---|
| | Acres | Units | Acres | Units |
| Very Low Density (0-2 du/ac) | 0.0 | 0 | 0.0 | 0 |
| Low Density (2-7 du/ac) | 2,148.5 | 11,096 | 6.0 | 30 |
| Low-Medium Density (7-15 du/ac) | 834.7 | 6,820 | 0.0 | 0 |
| Medium Density (15-25 du/ac) | 142.3 | 2,504 | 18.4 | 364 |
| High Density (25-43 du/ac) | 19.2 | 614 | 0.0 | 0 |
| TOTAL | 3,144.7 | 21,034 | 24.4 | 394 |

Source: City of Lake Forest, 1999.

Subsequent to preparation of the Draft Regional Housing Needs Assessment, Lake Forest completed a phased annexation of its Sphere of Influence. The City will complete an amendment to its General Plan, including the Housing Element, by mid 2001 to reflect annexation of the Sphere. The City's Sphere includes two Planned Communities approved and developed under the County of Orange known as Foothill Ranch and Portola Hills. Development agreements that limit the allowable square footage of commercial and business park use as well as a specific number of residential units cover both Planned Communities. Both Foothill Ranch and Portola Hills are built out in terms of the maximum number of residential units, with an estimated 6,305 dwelling units. The vacant land in the Sphere of Influence remains encumbered by a noise contour attributable to the MCAS El Toro Air Station, which strictly prohibits the remaining vacant land for residential purposes.


SOURCE: Cotton/Beland/Associates

*Figure H-1*
*Vacant Sites Available for Residential Development*

**Share of Region's Housing Needs**

State law requires jurisdictions to provide for their share of regional housing needs. As part of the Regional Housing Needs Assessment (RHNA), the Southern California Association of Governments (SCAG) determines the five year housing growth needs by income category for municipalities within its jurisdiction, which includes the City of Lake Forest. In Orange County, the Orange County Council of Governments (OCCOG) was delegated responsibility for developing the RHNA in coordination with the cities and county. Future housing needs reflect the number of new units needed in a jurisdiction based on households which are expected to reside within the jurisdiction (future demand), plus an adequate supply of vacant housing to assure mobility and new units to replace losses.

The draft Regional Housing Needs Assessment (RHNA) adopted by OCCOG and SCAG has identified a 1998-2005 future housing need for Lake Forest of 183 housing units, including 80 lower income units (refer to Table H-4).

Housing developed as of January 1998 can be credited towards the City's future RHNA for the 1998 - 2005 period, which includes 42 new single family homes constructed in the City in 1999. Given the sales prices of these units, they fall into the upper income category, and can be subtracted from the City's identified need for 76 upper income units.

**Residential Development Potential Compared with Lake Forest's Regional Housing Needs**

As indicated previously in Table H-3, Lake Forest currently has only three remaining vacant residential properties yielding a net increase of 394 dwelling units, and ranging in density from low to medium density residential. The City's remaining regional housing needs for the 1998-2005 period is 141 units, indicating the City has sufficient zoned residential land to address the RHNA.

In terms of development opportunities for the 80 lower income housing units identified by the RHNA, the City's Land Use Plan provides for a net increase of 353 Medium Density

**TABLE H-4**
**LAKE FOREST REGIONAL HOUSING NEEDS BY INCOME GROUP**
**1998 - 2005**

| Income Category | Housing Units | Percent | Units Since 1/98 | Remaining Housing Need |
|---|---|---|---|---|
| Very Low (0-50% County median income) | 73 | 40% | 0 | 73 |
| Low (50-80% County median income) | 7 | 4% | 0 | 7 |
| Moderate (80-120% County median income) | 27 | 15% | 0 | 27 |
| Upper (over 120% County median income) | 76 | 41% | 42 | 34 |
| Total Housing Units | 183 | 100% | 42 | 141 |

Source: SCAG Regional Housing Needs Assessment, November 1999

dwelling units, permitting densities of up to 25 units/acre. Increased densities can be achieved through density bonuses. While the City has not experienced any multi-family housing development since its incorporation in 1991, in the adjacent City of Irvine, several housing developments affordable to low income households have occurred at densities of 20 - 25 units/acre, and can be used as a general standard of affordability for lower income households.

The City will further assist in the production of affordable housing through housing programs established in the Housing Element, including regulatory incentives, financial assistance, and use of redevelopment authority in the El Toro Road area.

Public facilities are generally available to facilitate development in Lake Forest. Almost all of the land designated for residential use can be easily served by sewer lines, water lines, streets, storm drains, telephones, electrical and gas lines.

## OPPORTUNITIES FOR ENERGY CONSERVATION

As residential energy costs rise, the subsequent increasing utility costs reduce the affordability of housing. The City has many opportunities to directly affect energy use within its jurisdiction. Title 24 of the California Administrative Code sets forth mandatory energy standards and requires the adoption of an "energy budget". The following are among the alternative ways to meet the energy standards:

**Alternative 1:** The passive solar approach, which requires proper solar orientation, appropriate levels of thermal mass, south facing windows, and moderate insulation levels.

**Alternative 2:** Generally requires higher levels of insulation than Alternative 1, but has no thermal mass or window orientation requirements.

**Alternative 3:** Also is without passive solar design but requires active solar water heating in exchange for less stringent insulation and/or glazing requirements.

In turn, the home building industry must comply with these standards while localities are responsible for enforcing the energy conservation regulations. Some additional opportunities for energy conservation include various passive design techniques. Among the range of techniques that could be used for purposes of reducing energy consumption are the following:

- Locating the structure on the northern portion of the sunniest portion of the site;
- Designing the structure to admit the maximum amount of sunlight into the building and to reduce exposure to extreme weather conditions;
- Locating indoor areas of maximum usage along the south face of the building and placing corridors, closets, laundry rooms, power core, and garages along the north face;
- Making the main entrance a small enclosed space that creates an air lock between the building and its exterior; orienting the entrance away from prevailing winds, or using a windbreak to reduce the wind velocity against the entrance.

Utility companies serving Lake Forest offer various programs to promote the efficient use of energy and assist lower income customers.

## EVALUATION OF THE EXISTING ELEMENT

State Housing Element law requires communities to assess their achievements under adopted housing programs as part of the five-year update to their housing elements. These results should be quantified where possible (e.g. rehabilitation results), but may be qualitative where necessary (e.g. mitigation of governmental constraints). These results then need to be compared with what was projected or planned in the earlier element. Where significant shortfalls exist between what was planned and what was achieved, the reasons for such differences must be discussed.

The existing Housing Element contains a series of housing programs that define the specific actions the City will undertake to achieve specific goals and policies. The following section reviews the progress in implementation of these program actions, and the continued appropriateness of identified programs. Appendix A also contains a summary of the City's program accomplishments. The results of this analysis provides the basis for developing the comprehensive housing program strategy presented in the final section of this Housing Element.

### Provision of Adequate Sites

**1. Land Use Element:**

***Prior Program Actions:*** Designate adequate sites at appropriate densities on the Land Use Plan to accommodate Lake Forest's regional housing needs. Maintain an up-to-date inventory of sites suitable for residential development and provide to interested developers.

***Program Accomplishments:*** Since adoption of the Housing Element in 1994, only one of the four sites identified in the Element has been developed with a total of 42 single-family homes, reflecting the economic recession of the early to mid 1990s. The City has conducted more than 30 meetings with prospective developers on the remaining vacant sites. As developable land becomes more and more scarce, the City's role in providing information on available sites to prospective developers will become ever more crucial. In response, the updated Element includes an action to conduct a Development Roundtable to bring together landowners, developers, non-profits and funding sources to highlight opportunities in the City.

**2. Sites for Homeless Shelters:**

***Prior Program Actions:*** The City will modify its zoning ordinance to permit transitional housing in all of the City's residential zones subject to a Conditional Use Permit (CUP) and emergency housing in the Commercial, Business Park, and Mixed Use zones, also subject to a CUP.

***Program Accomplishments:*** As a relatively new City, Lake Forest adopted its first General Plan in 1994, and has been operating under the County's Zoning Code until preparation of the City's first Development Code is completed. The City has hired a consultant and is currently in the process of developing a new local Development Code. In the interim, the City will package several Zoning Ordinance amendments relative to affordable housing, including provisions for emergency and transitional housing, and

take through the adoption process in 2001. The City is also in the process of recruiting for a senior planner position whose responsibilities will include oversight of advanced planning issues relative to affordable housing, including zoning code amendments.

In addition, the City has assisted a non-profit organization to purchase the first transitional housing unit located in the City and is continuing to work with non-profit organizations to acquire additional housing units for this purpose.

3. **Affordable Housing Ordinance:**

***Prior Program Actions:*** The City will adopt an Affordable Housing Ordinance which both incorporates State density bonus provisions, and provides for flexibility in development standards for projects with an affordable housing component.

***Program Accomplishments:*** As stated under Program #2, the City is in the process of preparing its first local Zoning Code. In order to expedite important zoning provisions for affordable housing, the City will prepare an Affordable Housing Ordinance and package with other Zoning Ordinance amendments relative to affordable housing, for adoption by the end of 2001.

4. **Rental Housing Incentives Program:**

***Prior Program Actions:*** The City will promote the development of the Saddleback Ranch site with affordable rental housing during the time frame of this Housing Element by: 1) pursuing multi-family mortgage revenue bonds through the County; and 2) offering density and other development incentives provided for through the Affordable Housing Ordinance.

***Program Accomplishments:*** The owner of the property has previously contacted the City regarding the redevelopment of the site with higher density housing. The City is currently evaluating the development potential of the site, and will likely require a Specific Plan to ensure that the project is adequately integrated with surrounding uses. As one of the two Medium Density housing sites remaining in the City, the City will encourage development of the site with multi-family housing, as indicated in Policy 1.3

**Removal of Governmental Constraints**

5. **Expedited Project Review:**

***Prior Program Actions:*** To minimize holding costs, Lake Forest will prioritize the review of housing projects with an affordable component, including projects where only a percentage of the total units are affordable. The City will also evaluate providing for administerial approvals of multi-family projects with ten or fewer units, and will modify its processing procedures accordingly by mid-1995.

***Program Accomplishments:*** The City has experienced limited development, therefore it has not been necessary for priority review of affordable projects. However, the City's permit procedure has been streamlined to reduce the time required for various projects. The City continues to provide expedited processing for projects and utilizes consultant ser-

vices to insure this level of service is always available. Nonetheless, given the importance of shortened project review for affordable developments typically reliant on various sources of funding cycles, the updated Housing Element includes a program to develop procedures for priority processing for affordable projects, to be processed with other housing-related Zoning Code amendments in 2001.

6. **Development Fees:**

*Prior Program Actions:* The City is in the process of reviewing the development fee schedule it inherited from Orange County. Fees for entitlements in the City are being recommended for substantial reduction.

*Program Accomplishments:* The City has adopted a revised planning deposit and fee schedule which better reflects actual costs for processing development.

7. **Second Units:**

*Prior Program Actions:* The City will adopt a Second Unit Ordinance consistent with State requirements to facilitate affordable housing production. The City's goal is to encourage the creation of ten second units within this Housing Element cycle.

*Program Accomplishments:* The County Code the City is currently operating under includes provisions for second units, and the City has processed three applications. The City will develop a local second unit ordinance, and process in conjunction with other housing-related amendments to the Zoning Code in 2001. The City is in the process of filling a new senior planner staff position whose responsibilities will include oversight of advanced planning issues relative to affordable housing, including zoning code amendments.

**Provide Supportive Housing Assistance for Special Needs Population**

8. **Orange County Fair Housing Council**:

*Prior Program Actions:* The City will advertise Orange County Fair Housing Council's services in the City's newsletter and in local periodicals. The City will also put up posters advertising the County's fair housing services in both English and Spanish at the public counter, City library, post office, and other community locations.

*Program Accomplishments:* The City advertises the Orange County Fair Housing Council's services in the City's quarterly newsletter, which is sent to all Lake Forest residents and businesses. Posters and flyers advertising Fair Housing services are printed in Spanish and English and are distributed throughout the community.

9. **Coordination with Social Service Agencies:**

*Prior Program Actions:* A variety of social services agencies provide housing and supportive services to special needs groups in Lake Forest. The City will continue to coordinate with social service providers and evaluate funding of key agencies to continue the provision of services to Lake Forest residents.

***Program Accomplishments:*** Many local service providers receive CDBG funds to help administer supportive services. As a CDBG grantee, the City is eligible to expend up to 15% of the grant amount on public services. The City allocates the full 15% to social service agencies that provide services for seniors, the disabled, youth and homeless.

**Conserve the Existing Supply of Affordable Housing**

**10. Section 8 Rental Assistance:**

***Prior Program Actions:*** The City will facilitate use of the Section 8 program in its jurisdiction by advertising in the City Newsletter the opportunity for tendering applications when they become available and encouraging owners to list available rentals with the County Housing Authority.

***Program Accomplishments:*** The City has not utilized the City Newsletter for advertising, however, the County Housing Authority does indicate a continued need for owners to list rentals. Currently, 96 low income Lake Forest residents receive housing assistance through Section 8 vouchers. There are currently about 150 residents on the waiting list for Section 8 units.

**11. Refinance Multi-Family Mortgage Revenue Bonds:**

***Prior Program Actions:*** A total of 274 bond-financed rental units for low income households are at risk of converting to market rate housing between 1989 and 1999. The City will continue to work with the County and project owners to refinance multi-family mortgage revenue projects in consideration for extending the affordable use restrictions as these restrictions become eligible to expire.

***Program Accomplishments:*** As a new City with limited staff, the City was unable to preserve the affordability restrictions on these 274 affordable units, all of which converted to market rate housing from 1996 to 1998. These include the following affordable units: River Oaks (36); Vintage Woods (66 units); Emerald Court (58 units); Spring Lakes (36 units); and Westridge (78 units). Trabuco Woods (14 units) is the only bond-financed apartment project in Lake Forest with affordablity controls remaining, and the Housing Element contains specific program actions aimed at maintaining affordability. The new senior planner staff position will be responsible for carrying out this program activity.

**12. Mobile Home Park Preservation:**

***Prior Program Actions:*** The City will evaluate several programs to preserve affordability in its mobile home parks.

***Program Accomplishments:*** The City has not pursued any programs to preserve the affordability of mobilehome units or parks. Rents range from $570 to $675, which is within the maximum $804 monthly rent for very-low income households. However, according to the Orange County Housing Authority, a large number of the City's mobilehome occupants earn below 30 percent MFI, and may be unable to afford even very-low income rent levels.

**13. Conservation of Existing and Future Affordable Units:**

***Prior Program Actions:*** The following actions were identified to preserve the five at-risk projects in the City:

- Monitor Units At-Risk
- Coordinate with County Effort
- Work with Potential Priority Purchasers
- Tenant Education

***Program Accomplishments:*** The City was unable to achieve the bond refinancing of the 274 at-risk units in Lake Forest, thus these units converted to market rate prior to June 30, 1999. However, the one remaining bond project with 14 affordable units is not at-risk of conversion until 2008. The Housing Element contains specific program actions aimed at maintaining affordability, to be implemented by the City's new senior planner.

**Rehabilitate the City's Existing Single-Family and Multi-Family Housing Stock**

**14. Owner-Occupied Rehabilitation**

***Prior Program Actions:*** After the City received its first CDBG allotment as an entitlement City, it established an owner rehabilitation program with a modest goal of assisting 15 households (11 low income and 4 very low income) annually during the first two program years.

***Program Accomplishments:*** The City initiated its own rehabilitation program in 1995 using CDBG entitlement funds. In the first three years of program implementation, 43 low to moderate income households were provided rehabilitation loans. The City's program is now well established, and the City is able to assist approximately 36 households on an annual basis.

**15. Code Enforcement:**

***Prior Program Actions:*** The City will continue its enforcement of building and other codes, and will expand the program to inform property owners in violation of available rehabilitation assistance he/she may be eligible for in order to correct Code violations.

***Program Accomplishments:*** The City has adopted a comprehensive approach to neighborhood improvement in five targeted Neighborhood Preservation Areas. In an effort to improve overall housing conditions in Lake Forest, the City has hired a Community Preservation Technician, who has handled much of the administrative aspects of code enforcement. This has allowed the City to provide focused enforcement activities in the City's five Neighborhood Preservation Areas. In addition, the City conducts annual neighborhood clean-up days. In 1996-1997, the City assisted 150 households, in 1997-1998 600 households were assisted, and in 1998-1999 756 households were assisted in the targeted areas on Neighborhood Pride Clean Up Day.

**Provide Housing Opportunities for First-Time Homebuyers**

**16. Preferential Financing for First-Time Homebuyers:**

***Prior Program Actions:*** The Southern California Housing Finance Agency

(SCHFA) raises funds for mortgage financing through the sale of tax-exempt revenue bonds. The City will cooperate with lenders and the County in advertising the availability of the SCHFA program.

***Program Accomplishments:*** The City continued to participate with the County in the SCHFA program for first time homebuyers. From 1997 to 1998 the City assisted 43 applicants with about $5 million in loans. This program remains appropriate to the Housing Element, and will be supplemented with the Lease-to-Own program offered by the California Cities Homeownership Authority (CCHOA).

**17. Shared Equity Program:**

***Prior Program Actions:*** The City will commit to applying for HOME funds through State HCD during the next funding cycle. These funds will be used to initiate a first-time homebuyer program and assist in the tenant purchase of mobile home parks.

***Program Accomplishments:*** The City submitted a competitive application to State HCD for HOME funds, but was not awarded funding. The City however support the tenant purchase of Kimberly Gardens mobilehome park. The city will pursue participation in the California Cities Homeownership Authority (CCHOA) to offer homeownership assistance to low and moderate income households.

**18. Downpayment Assistance Program:**

***Prior Program Actions:*** The City can utilize CDBG funds to initiate a downpayment assistance program for low and moderate income first-time home buyers. The City's Community Development Department will evaluate and draw a conclusion on the opportunity to establish a downpayment assistance program by 1995.

***Program Accomplishments:*** The downpayment assistance program would require the resources of a full-time staff person to manage the administration of CDBG funds allocated for this purpose. The City did not have the staff available until recently, and given the limited amount of CDBG funding received, it was determined initiation of a local downpayment assistance program was not the most effective use of the City's funds. However, the City will continue to participate in the SCHFA mortgage assistance program, and pursue participation in CCHOA's Lease-to-Own program.

**19. Condominium Conversion Program:**

***Prior Program Actions:*** The City will evaluate the minimum State noticing requirements which regulate condominium conversions. In addition, the City will provide tenants in projects proposed for conversion with information on programs available for purchase of units.

***Program Accomplishments:*** The City has determined that the State Noticing requirement is adequate. Because there is currently no market for condominium conversions, the program is no longer appropriate.

**20. Mortgage Credit Certificates:**

***Prior Program Actions:*** The City will encourage the use of mortgage credit certificates by advertising the program in the City's newsletter.

***Program Accomplishments:*** The City is an active participant in the MCC program and applies annually for allocation from the County Housing Authority. The City is currently required to entrust the administration of the MCC program to a contractor, who administers the program for all participating cities. From 1995 to 1999, approximately 33 MCCs have been provided to Lake Forest residents.

**Comparison of 1989 - 1994 RHNA with Units Constructed Since 1990**

According to the City's 1994 Housing Element, the City of Lake Forest had a total regional housing need (RHNA) of 276 units to be developed between 1989 and 1994, including 38 very low-, 46 low-, and 61 moderate income units. According to City records, between 1990 and 1999, a total of 57 units have been produced in the City. This shortfall in production in comparison with the RHNA is not unusual given that the RHNA was calculated assuming that the favorable economic conditions in the late 1980s would continue. However, Lake Forest, along with the entire Southern California region, was largely impacted by the economic recession in the early to mid 1990s and as a result, residential construction activities were well below projected levels.

The City is currently seeing signs of renewed interest in the real estate market, and a better likelihood of meting the future 1998-2005 RHNA of 183 units. For example, the City is currently evaluating an application for 132 apartment units on one of its vacant Medium Density residential sites.

# HOUSING PLAN

Lake Forest has a wide variety of housing. The Housing Plan describes the approach that will be used to meet the housing needs of the community. The Plan addresses the housing issues identified in the previous section of the Element and provides a method to achieve the City's housing goals.

## HOUSING PROGRAMS

The goals and policies contained in the Housing Element address Lake Forest's identified housing needs and are implemented through a series of housing programs. Housing programs define the specific actions the City will undertake to achieve specific goals and policies.

The City of Lake Forest's overall housing program strategy for addressing its housing needs have been defined according to the following issue areas:

- Conserving the existing supply of affordable housing;
- Providing adequate sites;
- Removing governmental constraints; and
- Providing supportive housing assistance for special needs population, including consideration of equal housing opportunities;
- Rehabilitating the City's existing single-family and multi-family housing stock;
- Providing housing opportunities for first-time homebuyers.

Housing programs include both current City and County efforts, and new programs which address the City's unmet housing needs. This section provides a description of each housing program. The Housing Program Implementation Table (Table H-5) outlines the future actions for each housing program, along with identifying the program funding source, responsible agency, and time frame for implementation.

Lake Forest utilizes CDBG funds to administer several housing related programs, including a single-family rehabilitation program, a Neighborhood Preservation Program, and homeless assistance programs. Lake Forest will continue to use Federal HUD funds administered through the County's Section 8 Program for rental assistance. Additional financial support for housing programs will be available through 20 percent housing set-aside funds from tax increment generated in the El Toro Redevelopment Project Area. The Redevelopment Agency may also apply to the County for additional 20 percent set-aside funds for projects located in the El Toro Redevelopment Project Area.

## HOUSING DIVERSITY AND OPPORTUNITIES

Lake Forest has established a goal to provide a balanced inventory of housing in terms of unit type, cost, and style. This goal addresses the City's housing issues in three areas: 1) Provision of adequate sites; 2) Removal of governmental constraints; and 3) Provision of supportive housing assistance for special needs population. Housing programs devised to implement this goal are grouped by issue area.

**Provision of Adequate Sites**

A key element in satisfying the housing needs of all segments of the community is the provision of adequate sites for housing. This is an important function of both the general plan and zoning.

1. **Land Use Element:** Planning and regulatory actions to achieve adequate housing sites are achieved through the Land Use Element and Zoning Code. The Land Use Element provides for a variety of residential types, ranging from lower density single family homes to higher density apartments and condominiums. The Land Use Element provides for adequate sites within the City limits to meet the City's share of regional housing needs, which have been identified as 183 units for the 1998-2005 period.

   ***Program Actions:*** Designate adequate sites at appropriate densities on the Land Use Plan to accommodate Lake Forest's regional housing needs. Maintain an up-to-date inventory of sites suitable for residential development and provide to interested developers. Monitor the use of the City's two remaining Medium Density housing sites, and encourage their development with multi-family housing. Host development roundtable to bring together landowners, developers, non-profits and funding sources to highlight opportunities in the City.

1a. **Financial and Regulatory Assistance:** In conjunction with implementing actions described under the Land Use Element Program #1, the City will offer financial and regulatory assistance for projects which include an affordable housing component. For example, the City may provide reduced development fees, as well as density bonuses, and flexible development standards to attract affordable projects. The Affordable Housing Ordinance (Program #3) will outline the specific types of incentives to be offered.

   The primary source of funds available to provide financial assistance is redevelopment set-aside, an estimated $800,000 which will be available over the five year planning period. In addition, $150,000 in County housing set-aside funds are available for affordable housing developed within the El Toro Redevelopment Project Area. A variety of outside funding sources are available from the County and State on a competitive basis.

   ***Program Actions:*** Offer financial and regulatory incentives to facilitate the provision of affordable housing by private developers. Assist in identifying funding sources, and support in applying for County and State funds.

2. **Sites for Homeless Shelters:** The Orange County Homeless Issues Task Force estimates the entire County's homeless population between 10,000-12,000, representing one-half of one percent of the County's population. While the majority of the County's homeless are in the older more urbanized jurisdictions and in the beach communities, homeless persons do occasionally pass through the City. In addition, the City has numerous households who may be considered at-risk of becoming homeless by virtue of their extremely limited incomes. It is important for the City to provide the appropriate zoning mechanisms to accommodate the provision of facilities which serve the homeless population.

   ***Program Actions:*** The City continues to provide funding support to non-profit organizations for the provision of transitional housing facilities for the homeless. However, the City's current regulations do not explicitly provide for emergency shelters. The City has been

using the County of Orange Zoning Code since its incorporation in 1991, and is currently in the process of developing its own local Development Code. In the interim, the City will package several Zoning Ordinance amendments relative to affordable housing for adoption in 2001, including provisions for emergency shelters and transitional housing. The Zoning Code will provide for emergency shelters in the Commercial, Business Park, Industrial and Mixed Use zones, subject to a CUP.

3. **Affordable Housing Ordinance:** Pursuant to State density bonus law, if a developer allocates at least 20 percent of the units in a housing project to lower income households, 10 percent for very low income households, or at least 50 percent for "qualifying residents" (e.g. seniors), the City must either a) grant a density bonus of 25 percent along with one additional regulatory concession to ensure that the housing development will be produced at reduced cost, or b) provide other incentives of equivalent financial value based upon land cost per dwelling unit. The developer shall agree to and the City shall ensure continued affordability of all lower income density bonus units for a minimum 30-year period.

   The City of Lake Forest will adopt an Affordable Housing Ordinance which both incorporates State density bonus provisions, and provides for flexibility in development standards for projects with an affordable housing component.

   The City's Affordable Housing Ordinance will specify other incentives available to projects with affordability restrictions. These will include modified parking standards and open space requirements, and flexibility in height and setback requirements.

   ***Program Actions:*** The City will develop a local Affordable Housing Ordinance and take through the adoption process in 2001 in conjunction with other housing-related Code amendments.

4. **El Toro Road Mixed Use:** The City has hired a consultant and is in the process of developing a Specific Plan for the El Toro Road corridor, which generally coincides with the City's Redevelopment Project Area. Many of the commercial centers along El Toro Road are no longer economically competitive, and contain deep parcels which may be suitable for integration of residential uses.

   **Program Actions:** Evaluate sites within the El Toro Road Specific Plan for potential mixed use development. Utilize redevelopment set-aside funds, as well as other redevelopment authority, to attract mixed use development.

**Removal of Governmental Constraints**

State law requires the Housing Element to address, and where appropriate and legally possible, remove governmental constraints affecting the maintenance, improvement, and development of housing. The following programs are designed to lessen governmental constraints on housing development

5. **Expedited Project Review:** A community's evaluation and review process for housing projects contributes to the cost of housing because holding costs incurred by developers are ultimately reflected in the unit's selling price.

   To minimize holding costs, Lake Forest will prioritize the review of housing projects with an affordable component, including projects where only a percentage of the total units are affordable. The City utilizes an independent contracting firm to process development applications, and therefore, does not face staffing limi-

tations in expediting the processing of affordable housing projects. Nonetheless, given the importance of shortened project review for affordable housing developments typically reliant upon various funding cycles, priority processing for affordable projects remains important.

***Program Actions:*** The City will develop procedures for priority processing of affordable housing projects, and process in conjunction with other housing-related Zoning Code amendments in 2001.

6. **Second Units:** The City has adopted the County's zoning ordinance which includes provisions for second units. The City plans to adopt a Second Unit Ordinance to reflect the following minimum State requirements:

   - The unit is not intended for sale and may be rented.
   - The lot contains an existing single-family dwelling.
   - The floor area of an attached unit shall not exceed 30% of the existing living area.
   - The floor are of a detached unit shall not exceed 1,200 square feet.
   - Any construction shall conform to height, setback, lot coverage, architectural review, site plan review, fees, charges, and other zoning requirements generally applicable to residential construction in the zone in which the property is located.

   ***Program Actions:*** The City will develop a local Second Unit Ordinance consistent with State requirements to expand affordable housing opportunities, particularly for seniors. The ordinance will be taken through the adoption process in conjunction with other housing-related Code amendments in 2001.

**Provide Supportive Housing Assistance for Special Needs Population**

7. **Transitional Housing**: The City provides financial assistance to non-profit homeless service agencies to purchase existing housing in the community for use as transitional housing.

   There are a number of shelters/transitional housing programs that are operated within close proximity to Lake Forest and are the most likely to provide services to homeless individuals and families in the Lake Forest area. The Needs Assessment (Appendix B) contains an inventory of homeless services and facilities, that the City will provide along with telephone numbers and agency contacts to City staff who interface with the public and offer referrals to individuals seeking assistance

   ***Program Actions:*** The City will continue to provide additional transitional housing integrated in market rate developments and provide services through several key facilities in the region. These facilities provide food and a variety of other services to the homeless and low income population. The City has provided funding support to assist with the purchase of two transitional housing units located in the City.

8. **Orange County Fair Housing Council**: Lake Forest contracts with the Orange County Fair Housing Council for the provision of fair housing services. Services offered include counseling and information on potential discrimination and landlord/tenant problems, special assistance for ethnic minority and single-headed households (which includes escort services to locate adequate housing),

bilingual housing literature and video-tape presentations, day-care services, and housing assistance counseling.

***Program Actions:*** The City will advertise Orange County Fair Housing Council's services in the City's newsletter and in local periodicals. The City will also place posters and brochures advertising the Council's fair housing services in both English and Spanish at the public counter, City library, post office, and other community locations.

9. **Coordination with Social Service Agencies:** A variety of social services agencies provide housing and supportive services to special needs groups in Lake Forest. Many of these social service agencies receive CDBG funds from the City to help administer these programs.

   ***Program Actions:*** The City will continue coordination with social service providers and evaluate providing CDBG assistance to key agencies to continue the provision of services to Lake Forest residents in future years.

## MAINTENANCE AND PRESERVATION OF HOUSING

This goal addresses two issue areas: 1) Conservation of the existing supply of affordable housing and 2) Rehabilitation of the City's existing housing stock.

### Conserve the Existing Supply of Affordable Housing

Market rents in Lake Forest are at a level which significantly limit the supply of housing affordable to very low income households. Rental subsidies are necessary to prevent many of the City's very low income residents from spending upwards of 30% of their incomes on housing costs, and overextending themselves financially. In addition to rent subsidies, actions to conserve the low income bond project in Lake Forest at-risk of converting to market rate will be necessary to maintain affordability.

10. **Section 8 Rental Assistance:** The Section 8 rental assistance program extends rental subsidies to very low income families and elderly who spend more than 30% of their income on rent. The subsidy represents the difference between the excess of 30% of their monthly income and the actual rent. Rent subsidies can be used to pay for mobile home park space rents. Lake Forest contracts with the Orange County Housing Authority to administer the Federal Section 8 Certificate/Voucher Program.

    The County also administers rental assistance programs specifically for special needs groups, including families whose children are at risk of being placed in out-of-home care, disabled persons, homeless and the frail elderly. These programs include:

    - *Family Unification Program* provides Section 8 Certificates to families whose children are at risk of being placed in out-of-home care or delayed in returning from care because of the family's inadequate housing.

    - *Aftercare Program for Disabled* provides Section 8 Certificates specifically for disabled applicants.

    - *Shelter Plus Care Program* provides rent subsidies to homeless persons with disabilities. These certificates are awarded on a nationwide competitive basis to homeless persons with disabilities.

    - *Hope for Elderly Independence* provides certificates to frail elderly persons.

*Program Actions:* The City will facilitate use of the Section 8 program in its jurisdiction by advertising in the City Newsletter the opportunity for owners to list available rentals with the County Housing Authority.

**11. Conservation of Existing and Future Affordable Units**

In order to meet the housing needs of all economic groups in Lake Forest, the City must guard against the loss of housing units available to lower income households. One multi-family mortgage revenue bond project - Trabuco Woods - is at risk of conversion to market rate housing during the ensuing 10-year period. The City will take the following actions to conserve this project.

*Program Actions:*

**a. Monitor Units At-Risk:** Contact owner of Trabuco Woods as expiration date on restricted units approach to determine the intent of property owner. Discuss with owner the City and County's desire to preserve at risk units as affordable to low income households.

**b. Refinance Multi-Family Mortgage Revenue Bonds:** Once the 10 year use restrictions on Trabuco Woods expires, it is possible to refinance the mortgage revenue bond. All refinanced multi-family mortgage revenue bond projects are required by the 1986 Tax Reform Act to commit 20% low-income units for the greater of 15 years or as long as the bond is outstanding; 10% of the units must be reserved for very low income occupants.

The City will coordinate with the County and the owner to encourage bond refinancing on this project in consideration for extending the affordable use restrictions as these restrictions become eligible to expire in 2008.

**c. Work with Potential Priority Purchasers:** Establish and maintain close contact with public and non-profit agencies, such as the Orange County Community Housing Corporation (OCCHC), interested in purchasing and/or managing units at-risk to inform them of the status of at-risk projects. Solicit technical assistance for additional means of preserving these units at risk from OCCHC and the California Housing Partnership.

**d. Tenant Education:** Work with tenants of "at-risk" developments eligible for conversion to market rate use. This should include informational material about the County's Section 8 rent subsidies, and information regarding potential bond refinancing and purchase by non-profits to help residents understand available options for preserving low income use restrictions.

**Rehabilitate the City's Existing Single-Family and Multi-Family Housing Stock**

The majority of the City's housing stock is in good condition, however, it is important for the City to provide programs that ensure the continued maintenance of its housing stock. The City utilizes CDBG funds to operate a single-family rehabilitation program for low income households, and implements improvements through its code enforcement and targeted Neighborhood Preservation programs citywide.

**12. Owner-Occupied Rehabilitation:** The City also provides housing rehabilitation assistance to lower and moderate income homeowners through a loan program for owner-occupied single-family detached and attached homes and mobile home units, which is funded through the City's CDBG program. A zero percent interest deferred payment loan of up to $10,000 is available to those earning up to 50 percent of the area median family

income, and a 3 percent interest loan is available to those earning between 30 and 80 percent of the area median income. Loans of up to $5,000 are also available to owners of mobilehomes.

Since the City now has its own rehabilitation program, City residents are no longer eligible to participate in County-sponsored rehabilitation programs.

***Program Actions:*** Continue to allocate CDBG funds to meet the rehabilitation needs of lower income groups in Lake Forest. The City has a goal of assisting approximately 36 low income households annually with rehabilitation and home repair loans.

13. **Code Enforcement:** The code enforcement program is operated through the City's Community Development Department, whose inspectors respond to complaints related to substandard housing, property maintenance, overgrown vegetation, trash and debris, illegal conversions, improper occupancy and other nuisance and zoning complaints.

    ***Program Actions:*** The City has dedicated a full-time Code Enforcement Officer to provide pro-active enforcement activities in the City's five Neighborhood Preservation Areas. The City will continue to provide code enforcement on a citywide basis, as well as focused enforcement in the Neighborhood Preservation areas. This will include providing property owners in violation of City Codes with information on available rehabilitation assistance he/she may be eligible for in order to correct Code violations.

14. **Neighborhood Preservation Program:** The City has adopted a comprehensive approach to neighborhood improvement in five targeted Neighborhood Preservation Areas. A full-time Code Enforcement Officer provides focused enforcement activities and the City conducts annual neighborhood clean-up days which include activities such as the painting of homes, clearing yard debris, performing landscape maintenance and trash cleanup.

    ***Program Actions:*** The City will continue to provide funding for code enforcement in target area neighborhoods, as well as sponsoring an annual Neighborhood Pride Clean Up Day in the targeted areas. For code violations, eligible property owners will be informed about the City's rehabilitation program for assistance in making repairs.

## HOMEOWNERSHIP

In Southern California, the option of home ownership is often not available to lower and moderate income households or first-time homebuyers. This goal addresses the affordability issue by providing home ownership opportunities for first-time buyers.

### Provide Housing Opportunities for First-Time Homebuyers

15. **First-Time Homebuyer Assistance:** Home ownership in Orange County is increasingly unaffordable to low and moderate income residents. The City actively participates with the County in the Southern California Housing Finance Authority (SCHFA) First Choice program for first time homebuyers. Through this program, SCHFA offers below market interest mortgages, as well as a gift of 3.5 percent of the loan to be applied towards the downpayment or closing costs.

    The City is also pursuing participation in the Lease-to-Own program offered through the California Cities Housing Lease Finance Authority (CCHOA).

This program promotes affordable home ownership opportunities for low and moderate income households and is financed through tax-exempt bond issues and private long-term mortgage financing. The program provides a 38 month lease to a qualified household, and CCHOA provides a 3 percent downpayment and closing costs. The household pays one percent of the home price and the first lease payment. At the end of the 38 month lease, the household has the option to purchase the home.

***Program Actions:*** The City will continue active participation in the SCHFA program, and provide information to residential realtors on the program. The City will pursue participation in the CCHOA Lease-to-Own program, and assist CCHOA in its outreach to the homebuying and real estate community.

16. **Mortgage Credit Certificates (MCCs):** Lake Forest participates in the County of Orange Mortgage Credit Certificate Program, as a means of providing financial assistance for the purchase of single-family housing. A mortgage credit certificate is a certificate awarded by the County authorizing homeowners to take a federal income tax credit against federal income taxes of up to 15% of the annual interest paid on the mortgage. The program targets income levels that are equal to or less than 115% of the Orange County median income.

***Program Actions:*** The City will continue to participate in the MCC program, provide program information to residents, and seek to assist 5 - 10 first-time homebuyers annually.

## TABLE H-5
## HOUSING PROGRAM IMPLEMENTATION TABLE

| HOUSING PROGRAM | PROGRAM OBJECTIVE | PROGRAM ACTION (# UNITS TO BE ASSISTED) | FUNDING SOURCE | RESPONSI-BLE AGENCY | TIME FRAME |
|---|---|---|---|---|---|
| **PROVISION OF ADEQUATE SITES** | | | | | |
| 1. Land Use Element | Provide a range of residential development opportunities through appropriate land use designations. | Maintain an up-to-date inventory of sites suitable for residential development. Hold development roundtable to highlight opportunities in City. | General Fund | Community Development Dept. | Development round-table in 2002. |
| 1a. Regulatory and Financial Assistance | Facilitate production of affordable housing | Offer regulatory incentives, to be defined in Affordable Housing Ordinance. Provide financial assistance, and assist in identifying outside funding sources and applying for funds. | City and County Redevelopment Set-Aside; other County and State housing funds | Community Development | As development proposals come forward. |
| 2. Sites for Homeless Shelters | Provide housing opportunities for homeless persons. | Modify the City's zoning ordinance to permit transitional housing in residential zones and emergency housing in the commercial zones. | CDBG | Community Development Dept. | Adopt in 2001in conjunction with other housing-related amendments |
| 3. Affordable Housing Ordinance | Incorporate State density bonus provisions and provide flexibility in development standards for projects with an affordable housing component. | Adopt Affordable Housing Ordinance. | General Fund | Community Development Dept. | Adopt in 2001in conjunction with other housing-related amendments |
| 4. El Toro Road Mixed Use | Introduce residential mixed use as means of enhancing economic viability of area. | Evaluate sites within the El Toro Road Specific Plan for potential mixed use development. Utilize redevelopment funds to attract mixed use development. | Redevelopment Set-Aside | Community Development Dept.; Redevelopment Agency | Adopt Specific Plan in 2001. |

| HOUSING PROGRAM | PROGRAM OBJECTIVE | PROGRAM ACTION (# UNITS TO BE ASSISTED) | FUNDING SOURCE | RESPONSI-BLE AGENCY | TIME FRAME |
|---|---|---|---|---|---|
| **REMOVAL OF GOVERNMENTAL CONSTRAINTS** | | | | | |
| 5. Expedited Project Review | Provide fast track permit processing for projects with an affordable component. | Develop priority processing procedures for affordable housing projects. | General Fund, Development Fees | Community Development Dept. | Develop procedures for priority processing, and process with other housing-related Code amendments in 2001. |
| 6. Second Units | Facilitate affordable housing through development of second units. | Adopt a local Second Unit Ordinance which reflects minimum State requirements. | General Fund | Community Development Dept. | Adopt by 2001in conjunction with other housing-related Code amendments. |
| **PROVIDE SUPPORTIVE HOUSING ASSISTANCE FOR SPECIAL NEEDS POPULATION** | | | | | |
| 7. Transitional Housing | Provide housing and support services to those who are homeless or at risk becoming homeless | Facilitate development of housing units within Lake Forest and provide services through key organizations in the region. Provide funding for the provision of 2 additional transitional housing units within Lake Forest. | CDBG | Community Development Dept. | Ongoing |
| 8. Orange County Fair Housing Council | Further fair housing practices in the community. | Advertise Orange County Fair Housing Council's services in the City's newsletter and in local periodicals. Place posters and brochures at public and community locations. | CDBG | Community Development Dept. | Ongoing |
| 9. Coordination with Social Service Providers | Provide housing support services to Lake Forest residents. | Evaluate funding key agencies to continue services for Lake Forest residents. | CDBG | Community Development Dept. | Ongoing |

| HOUSING PROGRAM | PROGRAM OBJECTIVE | PROGRAM ACTION (# UNITS TO BE ASSISTED) | FUNDING SOURCE | RESPONSI-BLE AGENCY | TIME FRAME |
|---|---|---|---|---|---|
| 10. Section 8 Rental Assistance | Extend rental subsidies to lower income families, disabled, and elderly. | Advertise opportunity for owners to list rentals with the Housing Authority. Continue subsidy to a minimum of 78 very low income households. | HUD | Community Development Dept. OCHA | Ongoing |
| 11. Conservation of Existing and Future Affordable Units | Provide for continued affordability of the City's lower income housing stock and conserve the existing supply | 1)Monitor at-risk project; 2) Explore options to refinance bonds; 3) Work with potential priority purchasers; 4) Conduct tenant education. | County Multi-Family Revenue Bonds | Community Development Dept. | 2000 - 2005 |
| **REHABILITATE THE CITY'S EXISTING SINGLE-FAMILY AND MULTI-FAMILY HOUSING STOCK** | | | | | |
| 12. Owner Occupied Rehabilitation | Provide rehabilitation assistance to ensure maintenance of the City's older housing stock. | Through City-sponsored program, assist 5 - 10 house-holds annually with home repair loans. | CDBG | Community Development Dept. | Ongoing |
| 13. Code Enforcement | Bring substandard units into compliance with City codes. | Continue program and inform property owners of available rehabilitation assistance to correct code violations. | CDBG, General Fund | Community Development Department | Ongoing |
| 14. Neighborhood Preservation Program | Provide assistance in maintaining housing stock to lower income households | Provide focused enforcement activities in the City's five Neighborhood Preservation Areas. Assist annually with Neighborhood Pride Clean-up Days. | CDBG, General Fund | Community Development Department | Ongoing |
| **PROVIDE HOUSING OPPORTUNITIES FOR FIRST-TIME HOMEBUYERS** | | | | | |
| 15. First-Time Homebuyer Assistance | Assist first-time homebuyers. | Continue active participation in SCHFA program, and assist in advertising. Pursue participation in Lease-to-Own program, and assist in outreach. | SCHFA, CCHOA | Community Development Dept. | By 2001 |

| HOUSING PROGRAM | PROGRAM OBJECTIVE | PROGRAM ACTION (# UNITS TO BE ASSISTED) | FUNDING SOURCE | RESPONSI-BLE AGENCY | TIME FRAME |
|---|---|---|---|---|---|
| 16. Mortgage Credit Certificates | Provide tax relief to first-time homebuyers. | Advertise in newsletter. Assist 5-10 homebuyers annually. | State Tax Income, General Fund | Community Development Dept. | 2000-2005 |

**PROGRAM ACTIONS SUMMARY**

| | |
|---|---|
| Total Units to be Constructed: | 183 units (Regional Housing Needs: 73 very low, 7 low, 27 moderate, and 76 high) |
| Total Units to be Rehabilitated: | 36 lower income units annually (CDBG Owner-Occupied Rehabilitation Program) |
| Total Units to be Conserved: | 14 very-low and low-income At-Risk units. |

# APPENDIX A

## Review of 1994 Housing Element

# Appendix A

## REVIEW OF 1994 HOUSING ELEMENT

| PROVISION OF ADEQUATE SITES | | | |
|---|---|---|---|
| **Program** | **Accomplishments 1994-1998** | **Effectiveness** | **Program proposed for new Housing Element 1998-2005** |
| 1(a). Designate adequate sites at appropriate densities to accommodate Regional Housing Needs Assessment (RHNA) of 261 units | 1(a) 4 sites designated with potential for 441 units. 15 upper income units constructed | 1(a) Adequate sites designated; limited construction due to economy | Designate adequate sites at appropriate densities to accommodate Regional Housing Needs Assessment **(RHNA) of 183 units.**<br>42 upper income units constructed in 1999. |
| 1(b) Maintain inventory of sites and provide to interested developers | 1(b) 20 meetings held with prospective developers | 1(b) Inventory maintained; limited effectiveness due to economy | Maintain inventory of sites and provide to interested developers.<br>10 meetings held with prospective developers<br><br>Host a development roundtable to bring together landowners, developers, non-profits and funding sources to highlight opportunities in the City. |
| 2. Modify the Zoning Ordinance to permit emergency shelters in commercial, business park, industrial and mixed-use areas | Consultant hired and work is proceeding in preparation of comprehensive Zoning Code. | Program in progress | City will package Zoning Ordinance amendments relative to affordable housing and take through adoption process in 2001. Zoning amendment will permit emergency shelters in commercial, business park, industrial and mixed-use areas. |
| 3. Adopt an Affordable Housing Ordinance | Consultant hired and work is proceeding | Program in progress | City will prepare Affordable Housing Ordinance and process with other Zoning Ordinance amendments relative to affordable housing. |

| Program | Accomplishments 1994-1998 | Effectiveness | Program proposed for new Housing Element 1998-2005 |
|---|---|---|---|
| 4. Promote the development of the Saddleback Ranch site by:<br>(a) Pursuing multi-family mortgage revenue bonds through the County;<br>(b) Offering density and other incentives provided in the Affordable Housing Ordinance | (a) Landowner has not pursued project to date.<br>(b) Landowner has not pursued project to date | (a) Limited due to economy<br>(b) Limited due to economy | Program now encompassed under Land Use Element which includes action to conduct a development roundtable to bring together landowners, non-profits and funding sources. New program added to evaluate sites within the El Toro Road Specific Plan for potential mixed-use development. |
| REMOVAL OF GOVERNMENTAL CONSTRAINTS | | | |
| 5(a). Expedite review of projects by granting priority review of affordable housing projects<br>5(b). Evaluate administrative approval for housing projects of less than 10 units | 5(a) Review process has been streamlined to 6-8 weeks for PC approval. City uses consultants for overflow work<br>5(b) Consultant hired to revise Zoning Ordinance. Process underway | (a) Extremely effective<br>Program in progress<br>(b) | Adopt procedures for priority processing of affordable housing projects in conjunction with Zoning Code amendments. |
| 6. Adopt a Second Unit Ordnance | Consultant hired and work is proceeding.<br>City has processed 3 applications under existing County regulations. | Program in progress<br>Current regulations have provided opportunity | Develop local second unit ordinance, and process with other Zoning Ordinance amendments relative to affordable housing. |

| Program | Accomplishments 1994-1998 | Effectiveness | Program proposed for new Housing Element 1998-2005 |
|---|---|---|---|
| PROVIDE SUPPORTIVE HOUSING ASSISTANCE FOR SPECIAL NEEDS POPULATION | | | |
| 7. Modify the Zoning Ordinance to permit transitional housing in residential districts | City assisted in the purchase of 1 transitional unit | Yes | Provide transitional housing integrated into market rate developments and provide services through several key facilities in the region. |
| 8. Advertise OC Fair Housing Council services in newsletter and local periodicals | City advertises in the quarterly newsletter, posters displayed at the public counter | Yes | Advertise OC Fair Housing Council services in newsletter and local periodicals. Place posters and brochures, in English and Spanish, advertising services throughout the community. |
| 9. Coordinate with Social Service Agencies | Many local service providers receive CDBG funds to help administer supportive service. City allocates full 15% to agencies that provide services for seniors, disabled, youth and homeless | Yes | Coordinate with Social Service Agencies and evaluate providing CDBG assistance to key agencies to provide services to LF residents. |
| CONSERVE THE EXISTING SUPPLY OF AFFORDABLE HOUSING | | | |
| 10. Facilitate the use of Section 8 Rental Assistance by advertising opportunities in the City's newsletter | City has not advertised, however, 96 residents receive Section 8 assistance, 150 residents on the waiting list | Yes. Large waiting list for Section 8 program | Facilitate use of the Section 8 program by advertising in the City's newsletter the opportunity for owners to list available rentals with the County Housing Authority. |
| 11. Work with County and owner to refinance multi-family mortgage revenue bonds on 274 units | City unable to assist in refinancing bonds, and lost 274 affordable units. However, the City now has dedicated housing staff better able to focus on actions necessary to preserve the remaining at-risk project. | Not effective, since all at risk projects converted. | Contact the owner of Trabuco Woods to determine intent. Discuss the City's and County's desire to preserve at risk units. Coordinate with the County and the owner to encourage bond refinancing. Establish and maintain contact with public and non-profit agencies interested in purchasing/managing units. Solicit technical assistance from OCCHC and the California Housing Partnership. Work with tenants in at risk units. |

| Program | Accomplishments 1994-1998 | Effectiveness | Program proposed for new Housing Element 1998-2005 |
|---|---|---|---|
| 12. Evaluate programs to preserve affordability in mobile home parks | City supported tenant purchase of Kimberly Gardens mobile home park. Improved responsiveness of park owners to tenant's maintenance needs has diminished tenants concerns. Current rental range of $570-$675 is within the maximum monthly rent for very-low income households. | Yes | No specific program, but policy added to indicate City's continued support for tenants wishing purchase their park. |
| REHABILITATE THE CITY'S EXISTING SINGLE-FAMILY AND MULTI-FAMILY HOUSING STOCK | | | |
| 14. Assist 15 households with rehab with CDBG funds | 43 low to moderate income households provided with loans in the first three years. City currently assists 36 households per year | Yes | Assist 36 households annually with rehab program using CDBG funds. |
| 15. Code Enforcement- Continue program and inform property owners of available rehab assistance | City has adopted a comprehensive approach to neighborhood improvement. City hired a Community Preservation Technician, has focussed enforcement in the Neighborhood Preservation areas, conducted annual neighborhood clean up days, assisting 756 households in the target area | Yes | Code Enforcement- Continue program and inform property owners of available rehab assistance. |

| Program | Accomplishments 1994-1998 | Effectiveness | Program proposed for new Housing Element 1998-2005 |
|---|---|---|---|
| PROVIDE HOUSING OPPORTUNITIES FOR FIRST-TIME HOMEBUYERS | | | |
| 16. Cooperate with lenders and the County in advertising the availability of the SCHFA program | City continues to participate with the County in the SCHFA program. In 1997-98, the City assisted 43 applicants with $5 million in loans | Yes | Program remains appropriate for the Element, and will be supplemented with the Lease-to-Own program offered through CCHOA. |
| 17. Apply for HOME funds through State HCD during the next funding cycle, and use funds for first-time homebuyer program and to assist in tenant purchase of mobile home parks | City applied to State for competitive HOME funds, but was not awarded funding. City supported tenant purchase of Kimberly Gardens mobilehome park. | Not successful in HOME funding, but successful in goal of park purchase | City will pursue participation in the California Cities Homeownership Authority (CCHOA) to offer homeownership assistance for low and moderate income households. |
| 18. Utilize CDBG funds to initiate a down payment assistance program for low and moderate income first-time buyers | Program administration required additional staffing, which was not available. City CDBG allocation very limited. | No | City will pursue participation in the California Cities Homeownership Authority (CCHOA) to offer homeownership assistance for low and moderate income households. |
| 19. Evaluate State noticing requirements for condo conversion, provide tenants with information on potential purchase | City determined that noticing requirement was adequate. | No | Delete program as State noticing requirements are sufficient and no market exists for condo conversions. |
| 20. Advertise Mortgage Credit Certificates in newsletter | From 1995-1999, 33 MCC's have been provided to residents | Yes | Continue to participate in the MCC program with an annual goal to assist 5-10 first-time homebuyers. |

# APPENDIX B

## Housing and Community Development Needs

# Section 3. Housing and Community Development Needs

This needs assessment provides the foundation for developing the City's five-year Housing Element and five-year strategic plan for expenditure of Community Development Block Grants.

The City of Lake Forest incorporated on December 20, 1991. The City boundaries then included most of the area that was formerly known as the El Toro Census Designated Plan and some surrounding neighborhoods. The 1990 Census did not break out statistics for Lake Forest as an entity. In 1993, the City prepared its General Plan and demographic, household, and housing data were compiled by aggregating individual census tract and block group data. The 1993 State Department of Finance's population and housing estimates were also utilized. Given the limited population growth experienced by the City between 1993 and 1999, many of the demographic and housing characteristics evidenced in the early 1990s are probably substantially unchanged.

## Housing and Community Development Needs Surveys

To establish an understanding or current needs, survey data were analyzed.

### *1995 Survey*

As part of the 1995-1999 Consolidated Plan, the City of Lake Forest conducted a *Housing and Community Development Needs Survey* to assess community concerns in six needs categories:

- Housing Needs
- Community Facilities
- Infrastructure Improvements
- Community Services
- Accessibility Needs
- Economic Development

These needs categories were further divided into specific topics, such as "senior citizen centers" (in the Community Facilities category), "street improvements" (in the Infrastructure category), "youth services" (in the Community Services category), and "residential rehabilitation " (in the Housing category). For each topic, the respondent was asked to indicate unmet needs which warrant expenditure of public funds by checking a "priority need" level of: High; Medium; Low; or No Such Need. When the survey results were tabulated, a score of 1 to 4 was given to each priority need level, with "no such need" = 1 and "high need" = 4. Then, an average response score was calculated for each topic. For example, the need for Crime Awareness received an average response rate of 3.32 indicating a relatively high unmet need, compared to Fair Housing Counseling which received an average response of 2.15.

Only four years have lapsed since this large scale effort was undertaken. There has been no significant change in the City's demographic or community environment to warrant a new community-wide survey. Results of this 1995 Survey are incorporated throughout this Needs Assessment.

### *1999 Survey*

As part of the 2000-2005 Consolidated Plan update, the City conducted a consultation workshop with service and housing providers. A *Housing and Community Development Needs Survey* similar to the one used in 1995 was sent to these agencies along with the invitation. Respondents to this 1999 Survey were asked to rate the priority level for needs (High, Medium, Low, and No Such Need) under these categories:

- Housing
- Public Facilities and Improvements
- Infrastructure Improvements
- HIV/AIDS Facilities and Services
- Public Services
- Homeless Facilities and Services
- Other Activities

A total of seven agencies completed the 1999 Survey. Results of this survey are incorporated throughout this Needs Assessment. Given the small number of respondents, interpretation of the results must pay attention to the types of service providers represented in the survey. If a particular type of service providers did not respond to the survey, the indicated need for that type of services may be artificially low.

## 3.1 Household Needs

The first section of the needs assessment focuses on Lake Forest's housing needs and includes the following components:

- Demographic and Household Characteristics and Trends
- Areas of Ethnic and Low/Moderate Income Concentration
- Special Needs Populations
- Estimates of Current Housing Needs
- Projection of Future Housing Needs

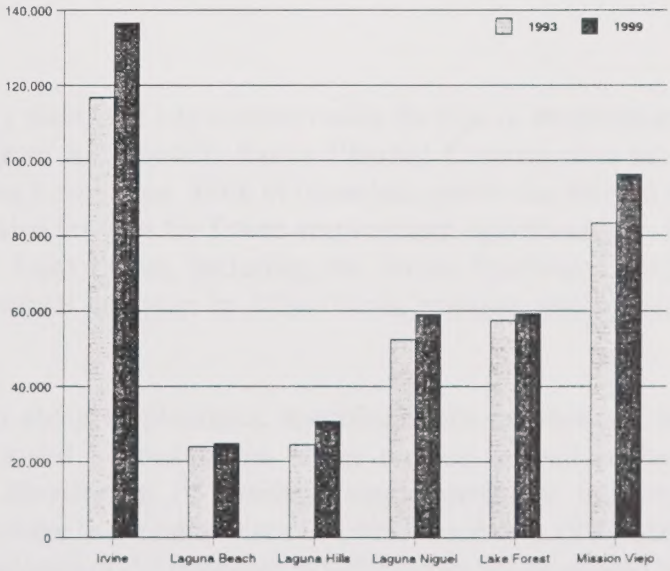
### 3.1.1 Demographic and Household Characteristics and Trends

Located in southeastern Orange County, the City of Lake Forest is adjacent to Mission Viejo on the southeast, Irvine on the northeast, and Laguna Hills on the southwest. As an urbanized community developed primarily in the 1970s and 1980s, the City encompassed an area of approximately 13 square miles at its incorporation in 1991. Almost all of the City's residentially designated land has already been developed with a diversity of housing types, including: single-family tract homes, mobilehome parks, townhomes, condominiums and apartments. Future residential development primarily rests upon the recycling of existing parcels and infill development. However, the City's Sphere of Influence contains substantial acreages of vacant land available for new development. Recent annexations expanded the City limits; the newly annexed areas contain primarily commercial and industrial uses.

#### *Population Growth*

Population growth is one of the most important factors in determining the existing and future need for housing and other community services. Population growth as estimated by the State Department of Finance between 1993 and 1999 is shown in Figure 1 for Lake Forest and surrounding communities. The 1999 population of Lake Forest was estimated at 59,357 persons, ranking it third in size among the surrounding communities. Irvine reports the highest population at 136,577 persons and Mission Viejo had the second highest at 96,336.

**Figure 1**
**Population Growth: 1993-1999**
**Lake Forest and Surrounding Areas**

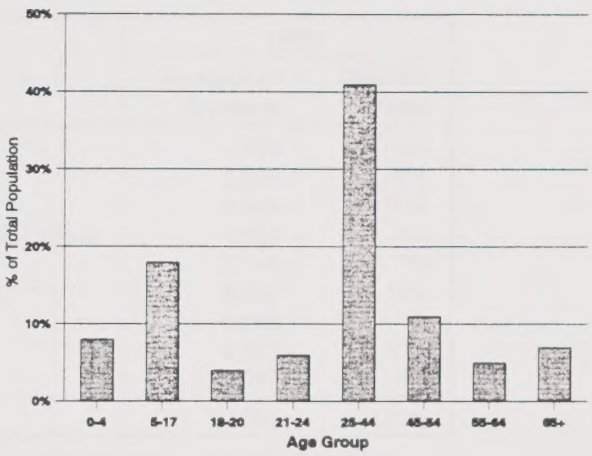



With the exception of Laguna Beach, all of these newer communities developed over the past few decades in response to tremendous residential growth pressures in southern Orange County. Almost all of the surrounding communities experienced higher population growth between 1993 and 1999 than Lake Forest, which increased in population by 1,792 (3 percent). Laguna Hills experienced the highest percentage increase at 25 percent, followed by Irvine at 17 percent, and Mission Viejo at 16 percent. Numerically, Irvine received the largest population increase (19,663), followed by Mission Viejo (12,967).

## *Age Composition*

The age structure of a population is also an important factor in evaluating housing and community development needs and determining the direction of future housing development. The 1990 Census documents a median age of 31.7 years for those Census tracts which comprise Lake Forest, slightly higher than the County-wide median of 31.4 years. As shown in Figure 2, there is a large proportion (41%) of young adults in the 25-44 cohort who live in Lake Forest. In addition, the City has a large proportion of children between the ages of 5-17. Approximately 18 percent of the residents in Lake Forest are 5 to 17 years of age, and those persons between age 25 to 44 represent the largest age group in the City. This age structure typically signifies a family-oriented community.

**Figure 2**
**Age Characteristics: 1999**




## *Employment Trends*

An assessment of the needs of the community must take into consideration the type of employment held by City residents. Pacific Commercentre and Foothill Ranch Planned Communities have extensive office, industrial and manufacturing businesses. Both of these job centers are located in the City. Baker Ranch in Lake Forest will also provide for future employment opportunities. In addition, major job centers located nearby Lake Forest, including the Irvine Spectrum, Irvine Business Complex, and the new office/industrial complex in Aliso Viejo, provide employment opportunities for area residents.

The Census provides additional information about employment, specifically the number of City residents, by industry type, who are employed by businesses either outside or within their community. Table 1 shows the 1999 distribution of resident employment by industry. Approximately 33,225 Lake Forest residents were in the labor force in 1999, based on a 1990 labor force participation rate of 56 percent. The majority of the residents in Lake Forest are employed by the services sector, followed by the manufacturing sector. About 27 percent of jobs held by City residents consist of retail and finance. The unemployment rate estimated by the Census was approximately 3 percent of the civilian labor force in 1990. In contrast, Orange County evidenced an unemployment rate of 5 percent during this same period. As of July 1999, the State Employment Development Department (EDD) estimated a Countywide unemployment rate of 3.1 percent. While

the State EDD does not provide current unemployment information for Lake Forest, the unemployment rate in Lake Forest can be expected to have also declined.

**Table 1**
**Employment by Industry: 1999**

| Industry | 1999 Number of Workers | 1999 Percent Total |
|---|---|---|
| Agriculture, Forestry, & Fisheries, Mining | 286 | 1% |
| Construction | 2,085 | 6% |
| Manufacturing | 6,669 | 20% |
| Transportation Communications & Other Public Utilities | 1,663 | 5% |
| Wholesale Trade | 2,148 | 7% |
| Retail Trade | 5,523 | 16% |
| Finance, Insurance & Real Estate | 3,803 | 11% |
| Services | 9,903 | 30% |
| Public Administration (Government/Military) | 1,093 | 4% |
| Total | 33,225 | 100% |

Source: 1990 Census distribution applied to 1999 population estimates by State Department of Finance.

## *Household Composition and Size*

The Census defines a household as all persons who occupy a housing unit, which may include single persons living alone, families related through marriage or blood, and unrelated individuals living together. Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered households. Information on household characteristics is important to understand the growth and changing needs of a community.

In 1999, the majority of the 19,680 households in Lake Forest consisted of families. Single-person households comprised about 17 percent of all households. "Other" households refer to unrelated individuals living together and constituted 7 percent of the total households in 1999. Table 2 presents the households types in Lake Forest.

Household size identifies sources of population growth and overcrowding in individual housing units. A city's average household size will increase over time if there is a trend towards larger families. In communities where the population is aging, the average household size may decline. According to Department of Finance estimates for 1999, average household size in Lake Forest was close to 3 persons.

**Table 2**
**Household Type and Size: 1999**

| Household Type | No. of Households | Percent of Total |
|---|---|---|
| Families | 14,924 | 76% |
| Singles | 3,292 | 17% |
| Other | 1,464 | 7% |
| Total | 19,680 | 100.0% |
| Average Household Size | 3.0 | |

Source: 1990 Census distribution applied to 1999 household estimates by State Department of Finance.

## 3.1.2 Areas of Racial/Ethnic and Low-Income Concentrations

### *Racial/Ethnic Concentrations*

As shown in Table 3, the 1999 population in Lake Forest comprised of 85 percent White persons. At 9 percent of the total population, Asian was the second largest racial/ethnic group in the City. Black, Native American and other racial/ethnic groups constituted only a small proportion of the population. Comparing this racial/ethnic composition of the population with that of the householders indicates that among the 19,680 households in Lake Forest, 88 percent were headed by Whites. In addition to the five primary racial groups, the Census has a separate question related to whether the householder is of Spanish/Hispanic origin. Persons of Spanish Origin can be of any of the five racial categories. Hispanic persons comprised about 10 percent of the City's population.

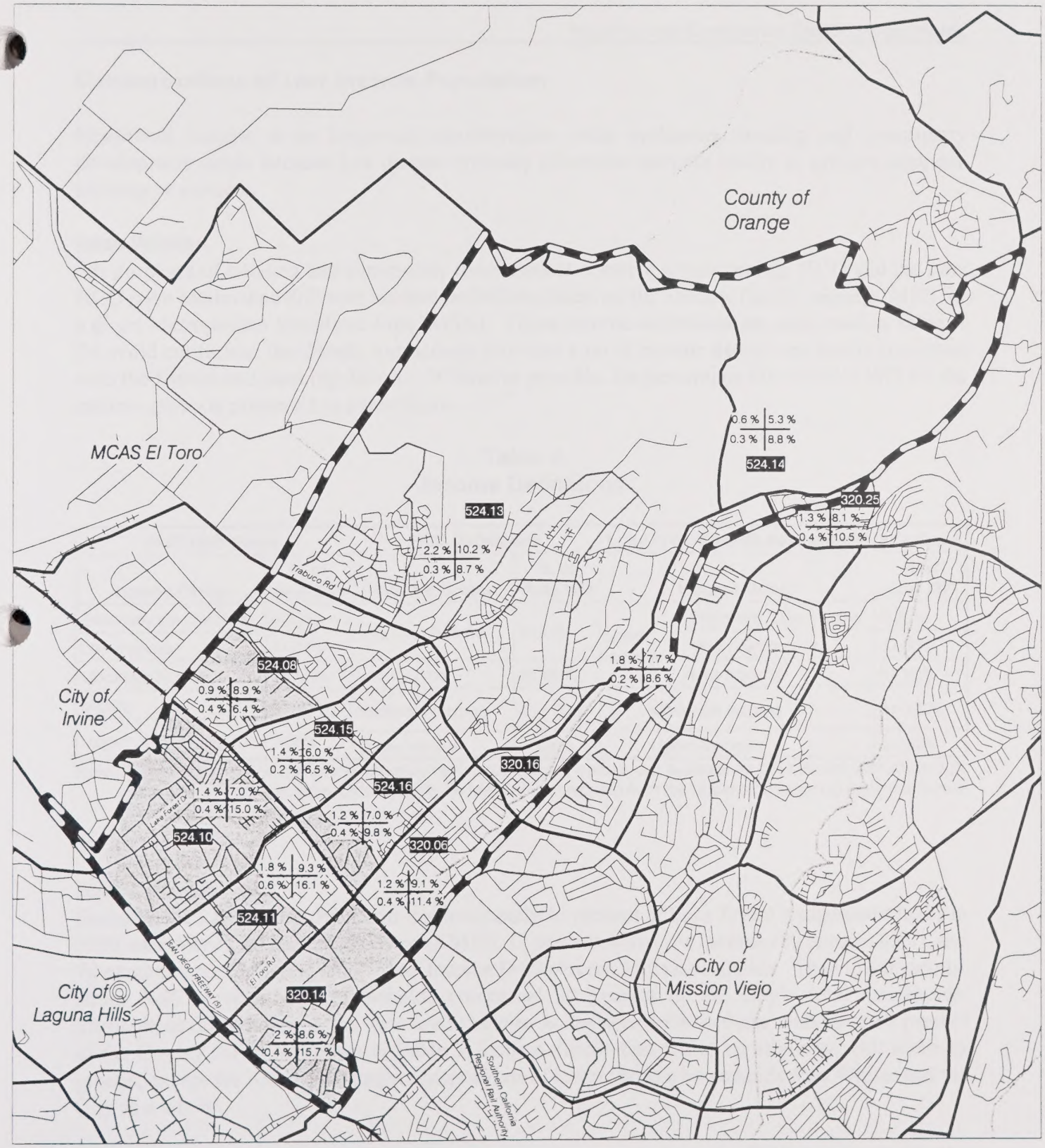
**Table 3**
**Race and Ethnicity by Person and Householder: 1999**

| Race/ Ethnicity | Persons | | Households | |
|---|---|---|---|---|
| | Number | % of Total | Number | % of Total |
| White | 50,718 | 85.0% | 17,319 | 88.0% |
| Black | 1,085 | 1.8% | 394 | 2.0% |
| Asian | 5,513 | 9.3% | 1,377 | 7.0% |
| Native American. | 255 | 0.4% | 197 | 1.0% |
| Other | 1,786 | 3.0% | 393 | 2.0% |
| Total | 59,357 | 100.0% | 19,680 | 100.0% |
| Hispanic Origin | 5,993 | 10.1% | 1,574 | 8.0% |

Source: 1990 Census racial/ethnic distribution applied to the 1999 population and household estimates by Department of Finance.

However, these estimates on the racial and ethnic composition of the Lake Forest population have not accounted for the impact of the closure of MCAS El Toro. Historically, Lake Forest housed a large number of the lower income and minority military families from MCAS El Toro. With the base closure, the City's racial/ethnic composition, as well as the income distribution of City residents might have experienced some changes.

Figure 3 shows the concentration of Minority households in Lake Forest by census tract. Concentrations are defined in terms of the Orange County averages for each racial/ethnic group. A "concentration" exceeds the County average for a specific group. While Hispanics are the largest minority group in Lake Forest, none of the City's ten census tracts contains a concentration of Hispanics. However, two census tracts (524.13 and 320.06) in the City exhibit concentrations of Asian persons. Vietnamese, Chinese, Japanese, Filipino, Korean, and Asian Indian represent the predominant Asian groups in Lake Forest.




City of Lake Forest Boundary
000.00 Census Tract Number
Census Tract Boundary
Census Block Group Boundary
Streets

Low/Moderate Income by block group (more than 26.7% of households)

% Black | % Asian
% American Indian | % Hispanic Origin

NOTE: Remaining percentages not shown include White and "Other."

Figure 3
Concentration of Minorities by Census Tract
City of Lake Forest

## *Concentrations of Low Income Population*

Household income is an important consideration when evaluating housing and community development needs because low income typically constrains people's ability to procure adequate housing or services.

### Income Definitions

For purposes of housing and community development resource programming, HUD and the state HCD have established different income definitions based on the Median Family Income (MFI) for a given Metropolitan Statistical Area (MSA). These income definitions are presented in Table 4. To avoid confusion, this Needs Assessment provides a set of income definitions that is consistent with the federal and state regulations. Whenever possible, the percentage threshold of MFI for the income group is presented in parenthesis.

**Table 4**
**Income Definitions**

| HUD Definitions | | HCD Definitions | | Lake Forest Needs Assessment Definitions | | |
|---|---|---|---|---|---|---|
| Income Group | % of Area MFI | Income Group | % of Area MFI | Income Group | | % of Area MFI |
| Extremely Low Income | 0-30% | Very Low Income | 0-50% | Lower Income | Extremely Low Income | 0-30% |
| Low Income | 31-50% | | | | Very Low Income | 31-50% |
| Moderate Income | 51-80% | Low Income | 51-80% | | Low Income | 51-80% |
| Middle | 81-95% | Moderate Income | 81-120% | Moderate Income | | 81-120% |
| Upper | >95% | Upper Income | >120% | Upper Income | | >120% |

Note: Federal housing and community development resources are typically not available for households with above 80% of the Area MFI and therefore, differentiating the Middle Income group from the Upper Income group under the federal definitions is not critical.

### Income Distribution

Based on the Lake Forest definition, approximately 13 percent of Lake Forest's total households in 1999 were Very Low Income (50 percent MFI), 17 percent were Low Income (80 percent MFI), and 70 percent were Moderate and Upper Income (>80 percent MFI) households. Thus lower income (from 0-80 percent MFI) households comprised 30 percent of the City's total households. Throughout this document, the term *lower income households* refer to those with up to 80 percent of the County MFI. As shown in Table 5, income distribution varies by ethnicity. All minority groups, except for Asians, had higher proportions of lower income households than Whites and the City as a whole.

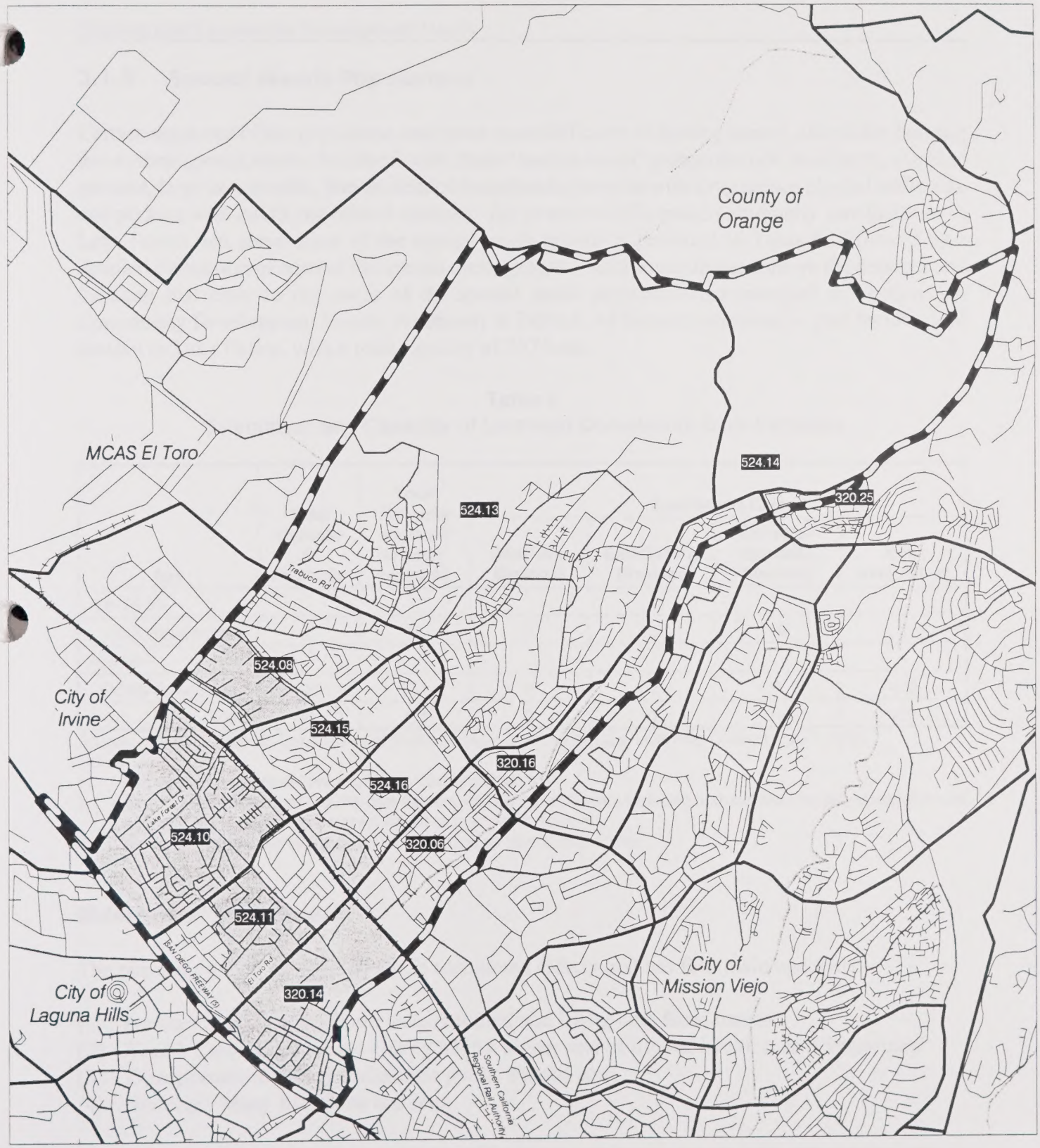
Use of CDBG funds on public improvements can only occur in income-eligible areas. Typically, the CDBG program defines income eligibility as any block group or census tract with 51 percent or

more of the population earning incomes less than 80 percent of the Area MFI. However, Lake Forest is an exception city where a Low/Moderate Income area is one with at least 26.7 percent of the population earning Low/Moderate Income. Figure 4 illustrates the income-eligible areas in Lake Forest by block group.

**Table 5**
**Households by Race/Ethnicity and Income: 1999**

| Households | Total Households | % of Total Households | % of Very Low Income (0-50% MFI) | % of Low Income (51-80% MFI) | % of Moderate and Upper Income (>81% MFI) |
|---|---|---|---|---|---|
| White | 17,319 | 88% | 13% | 16% | 71% |
| Black | 394 | 2% | 12% | 20% | 68% |
| Native American | 197 | 1% | 16% | 10% | 74% |
| Asian & Pac.Island. | 1,377 | 7% | 8% | 17% | 75% |
| Other | 393 | 2% | 30% | 23% | 47% |
| All Households | 19,680 | 100% | 13% | 17% | 70% |
| Hispanic | 1,574 | 8% | 20% | 19% | 61% |

Source: 1990 Census income distribution applied to 1999 Department of Finance household estimates.




City of Lake Forest Boundary
000.00 Census Tract Number
Census Tract Boundary
Census Block Group Boundary
Streets

Low/Moderate Income by block group (more than 26.7% of households)

Figure 4
CDBG Low/Moderate Target Areas
City of Lake Forest

### 3.1.3 Special Needs Populations

Certain segments of the population may have more difficulty in finding decent, affordable housing due to their special needs. In Lake Forest, these "special needs" groups include the elderly, disabled persons, large households, female-headed households, persons with drug and/or alcohol addiction, and persons with AIDS and related diseases. An overview of licensed community care facilities in Lake Forest that serve some of the special needs groups is provided in Table 6, followed by a detailed discussion of each of the special needs groups. Additional discussions on the services and facilities that cater to the needs of the special needs population are provided in Section 3.9, Community Development Needs. As shown in Table 6, 41 licensed community care facilities are located in Lake Forest, with a total capacity of 757 beds.

**Table 6**
**Orientation and Capacity of Licensed Community Care Facilities**

| Age | Total Number of Facilities | Total Capacity (number of beds/ persons) | Specialized Care | | | |
|---|---|---|---|---|---|---|
| | | | Mentally Disabled | Emotionally Disabled | Develop-mentally Disabled | Non-Ambulatory |
| *Age 18-59* | | | | | | |
| Adult Residential | 3 | 16 | 0 | 0 | 16 | 0 |
| *Age 60+* | | | | | | |
| Elderly Residential | 38 | 741 | 0 | 0 | 0 | 433 |
| Total | 41 | 757 | 0 | 0 | 16 | 433 |

Source: State of California Department of Social Services Community Care Licensing Division, July 1, 1999.
Notes:
1. The specialized care columns are not mutually exclusive.
2. Adult residential facilities provide care for persons age 18 to 59 years including both developmentally disabled adults and persons suffering from mental illness or psychiatric disorders.
3. Elderly residential facilities provide care for persons age 60 and above.

#### *Elderly and Frail Elderly*

The population over 65 years of age is considered elderly and has four main concerns:

(1) *Income*: People over 65 are usually retired and living on a fixed income;
(2) *Health Care*: Because the elderly have a higher rate of illness, health care is important;
(3) *Transportation*: Many seniors use public transit; and
(4) *Housing*: Many live alone and rent.

These characteristics indicate a need for smaller, lower cost housing units with easy access to transit and health care facilities.

In 1999, approximately 4,038 elderly persons (65 years of age and older) resided in Lake Forest and represent approximately seven percent of the total population. Of the elderly population, 1,238 persons (or 31 percent) were considered "frail" elderly persons, (i.e., persons with one or more limitations to daily activities, defined by the Census as persons with work and/or self-care/mobility limitations). An estimated 151 elderly households in the City lived in poverty and were most likely in need of housing assistance.

The housing needs of the elderly also include supportive housing, such as intermediate care facilities, group homes, and other housing that includes a planned service component. Needed services include personal care, housekeeping, meals, personal emergency response, and transportation.

As identified in Table 6, 38 state licensed residential facilities serve the elderly population in Lake Forest. The elderly residential facilities have a capacity of 741 beds, with 433 available to non-ambulatory clients. The largest facility in Lake Forest is Freedom Village which is licensed for 533 beds. The remaining facilities typically contain six bedrooms.

## *Disabled Persons*

Disability is a physical or mental condition that affects the functioning of a person. Physical disabilities can hinder access to housing units of conventional design, as well as limit the ability to earn adequate income. An estimated 3,367 Lake Forest residents over 16 years of age had work, transportation, and/or self-care limitations in 1999, comprising about six percent of the City's population.

### Severely Mentally Ill

Severe mental illness includes the diagnoses of psychoses (e.g. schizophrenia) and the major affective disorders (e.g. bipolar, major depression). Also, the illness must qualify as chronic, meaning that it has existed for at least one year. According to national estimates, approximately one percent of the adult population meets a definition of severe mental illness on the basis of diagnosis, duration, and disability. The National Institute for Mental Health standard is slightly higher at 2.5 percent. Thus, an estimated 440 to 1,100 Lake Forest residents may be suffering from severe mental illness. However, no community care facility in the City caters the housing needs of the mentally ill.

The major barrier to stable, decent housing for the seriously mentally ill is the availability of affordable housing. A majority of persons in this population depend solely on Social Security Insurance payments. With this limited income, few persons in this population can afford rental housing on the open market. The lack of access to affordable housing often leads to mentally ill persons being homeless, near-homeless, or living in unstable and/or substandard housing situations.

### Developmentally Disabled

Developmental disability relates to a person's score on standardized intelligence tests. Persons with an IQ below 70 are generally defined as developmentally disabled. Other conditions and complications may also be present.

The nationally accepted percentage of the population which can be categorized as developmentally disabled is one to three percent. (This figure was published by the National Association for Retarded Citizens.) An estimated 590 to 1,780 Lake Forest residents are possibly developmentally disabled.

Supportive housing for developmentally disabled persons in Lake Forest is limited. Three community care facilities in the City, with a capacity of 16 beds, provide supportive housing for developmentally disabled persons. Compared to the number of disabled persons in the City, this inventory of supportive housing can be considered grossly inadequate.

### Physically Disabled

To be considered physically disabled, a person must have an illness or impairment which impedes his or her ability to function independently. An estimated 1,400 persons of the population in Lake Forest may have a physical disability. This number was estimated by subtracting out those who are severely mentally ill (mid range between 440 and 1,100) and the developmentally disabled (mid range between 590 and 1,780), from the total estimated disabled population. Using the national average of 15 percent of physically disabled persons needing help in basic life activity, more than 200 persons need supportive housing.

Although no current comparison of disability with income, household size, or race is available, a reasonable assumption is that a substantial portion of disabled persons fall within the federal Section 8 income limits, especially those households not in the labor force. Further, most of the lower income disabled persons are likely to require housing assistance, design and location requirements are often more costly. Special needs of households with wheelchair-bound or semi-ambulatory individuals, for example, may require ramps, holding bars, special bathroom design, wider doorways, lower cabinets, and elevators.

No community care facility in Lake Forest provides supportive housing for physically disabled persons, although elderly residential care facilities have the capacity to accommodate non-ambulatory senior citizens.

## *Female-Headed Households*

Single-parent households require special consideration and assistance because of their greater need for day care, health care, and other facilities. Female-headed households with children in particular tend to have lower incomes, thus limiting housing availability for this group. In 1999, an estimated 1,562 female-headed households resided in Lake Forest, 850 or 54 percent with children.

Approximately 6 percent of female-headed family households with children lived below the poverty level.

Affordability needs of female-headed households can be addressed through rent subsidies, non-profit housing development, and shared equity/downpayment assistance. Housing opportunities for female-headed households with children can be improved through policies that call for the provision of affordable child care, and for the location of family housing sites in close proximity to recreational facilities and public transit.

The state and federally funded Aid to Families with Dependent Children (AFDC) program, operated by the Orange County Department of Social Services, is the primary source of services and help for low-income single parent households. To supplement this program, Great Avenues for Independence (GAIN) provides financial assistance to families that qualify for AFDC. This assistance may be used for school transportation and child care assistance as well as for job training for any AFDC recipient.

### Large Households

Large households (with five or more members) are identified as a group with special housing needs based on the limited availability of adequately sized, affordable housing units. Large households are often of lower income, frequently resulting in the overcrowding of smaller dwelling units and in turn, accelerating unit deterioration. In 1999, an estimated 2,317 large households lived in Lake Forest, representing 12 percent of the total households. Approximately 1,825 (79 percent) of these large households were owner-occupied and 492 (21 percent) were renter-occupied.

The Orange County Community Housing Corporation (OCCHC) develops and manages affordable low income housing. The agency also administers a Resident Services Program for large families which provides educational information on scholarships, special classes, and community college programs. OCCHC also distributes information on safety and security, health care, babysitting, drugs, alcohol, earthquake preparedness, insurance and financial issues, and other aspects of family management.

### Farmworkers

The special housing needs of many agricultural workers stem from their low wages and seasonal nature of their employment. However, given the urban nature of Lake Forest and surrounding communities, farmworker housing is not an issue in this portion of the County.

### People with HIV Infection and AIDS

According to statistics provided by the AIDS Surveillance and Monitoring Program of the Orange County Health Care Agency, as of December 31, 1998, there had been 67 cumulative cases of AIDS

in Lake Forest, 33 cases of which had resulted in death. Thus, approximately 34 persons are surviving AIDS patients. While 5 of the cumulative cases were females, 62 were males. All of the deaths were males. The majority of the recorded cumulative AIDS cases in Lake Forest are White (55) and 9 are Latino.

Persons with HIV infection and AIDS require a broad range of services, including counseling, medical care, and in-home care, transportation, and food. The National Commission on AIDS publishes "Housing and the HIV/AIDS Epidemic: Recommendations for Action" which contains percentages for the range of the number of HIV-infected people who are in danger of becoming homeless. The Commission estimates that approximately one-third to one-half of all people infected with AIDS are either homeless or are in imminent danger of becoming homeless. Thus, approximately 11 to 17 AIDS infected persons in the City may be in need of supportive housing.

Most available HIV/AIDS planning documents have not attempted to estimate or project housing needs. Several reports, however, have estimated that 5 percent of all people with HIV infection may need 90 days of temporary shelter during the course of a year, and that 5 percent of persons with AIDS need group home or long-term residential placement of up to 12 months.

There is no service/facility for persons with HIV infection or AIDS within Lake Forest. However, two housing/shelter programs in the communities of Costa Mesa (Annie's House) and Laguna Beach (Hagan Place) provide long-term independent housing options for persons who are HIV positive. Laguna Shanty in Laguna Beach offers counseling and support, Meals on Wheels, transportation, and a range of educational programs on AIDS.

The primary service provider to persons with AIDS in Orange County is the AIDS Service Foundation/Orange County (ASF). ASF is a grassroots partnership of dedicated volunteers, community leaders, and persons with AIDS. According to ASF management, the organization has a current caseload of about 1,000 persons with the majority of these persons considered low income. The caseload is comprised primarily of White (56 percent) persons followed by about 30 percent Hispanic. About 80 percent of the cases are male.

The AIDS Service Foundation provides a variety of services to persons who are HIV positive, including counseling, transportation, food provisions, nutrition counseling, cooking/cleaning, personal care, financial assistance, and referrals to various services available county-wide. Emergency rental assistance is also available to HIV Positive persons in Orange County. Under this program, persons are eligible to receive financial assistance for rent, mortgage payment, or utilities.

### *Alcohol/Other Drug Abuse*

Alcohol/other drug abuse (AODA) is defined as excessive and impairing use of alcohol or other drugs, including addiction. The National Institute of Alcohol Abuse and Alcoholism estimates the number of men with drinking problems (moderate or severe abuse) at 14 to 16 percent of the adult

male population, and the number of women with similar problems at 6 percent. Thus, an estimated 3,050 to 3,500 men and 1,800 women in Lake Forest may be alcohol abusers. Abusers of alcohol and other drugs have special housing needs during treatment and recovery. Group quarters typically provide appropriate settings for treatment and recovery. Affordable rental units provide housing during the transition to a responsible lifestyle.

### 3.1.4 Estimates of Current Housing Needs

The 1995 *Housing and Community Development Needs Survey* identified residential property maintenance/code enforcement as the top priority need, followed by homeownership and residential rehabilitation (see below). The ranking of housing needs is shown below. Among the 37 topic areas ranked in the survey, residential maintenance/code enforcement was ranked fourth by the respondents.

| Housing Needs | Average Response |
|---|---|
| Residential Property Maintenance/Code Enforcement | 3.11 |
| Homeownership | 2.80 |
| Residential Rehabilitation | 2.77 |
| Improvements for Handicapped Accessibility | 2.69 |
| Homeless/Transitional Housing | 2.40 |
| Rental Housing | 2.27 |

Participants of the consultation workshop conducted as part of this Consolidated Plan update also indicated that overall affordable housing is hard to find in the City and affordable housing suitable for occupancy by disabled persons is even harder to locate.

The housing assistance needs of lower and moderate income households in Lake Forest by household type (owner/renter, elderly) and "housing problems" are summarized in Table 7. Where possible, housing problems includes those that: 1) occupy units with physical defects (lacking complete kitchen or bathroom); 2) live in overcrowded conditions (housing units with more than one person per room); and/or 3) have a housing cost burden exceeding 30 percent of gross income.

According to these criteria, 45 percent of the City's households experienced some kind of housing problems. The types of problems faced by the households vary according to household incomes, types, and tenure. The overall housing assistance needs among renters (50 percent) are greater than among owners (43 percent).

**Table 7**
**Housing Assistance Needs of Low and Moderate Income Households**

| Household by Type, Income, & Housing Problem | Renters | | Owners | | Total Households |
|---|---|---|---|---|---|
| | Elderly | Total Renters | Elderly | Total Owners | |
| **Extremely Low Income (0-30% MFI)** | | | | | 1,160 |
| % with any housing problem | | | | | |
| with cost burden > 30% | | 451 | | 342 | 68% |
| **Very Low Income (31-50% MFI)** | | | | | 1,516 |
| % with any housing problem | | | | | |
| with cost burden > 30% | | 690 | | 447 | 75% |
| **Low Income (51-80% MFI)** | | | | | 3,368 |
| % with any housing problem | | | | | |
| with cost burden > 30% | | 862 | | 1146 | 60% |
| **Total Lower Income** | | | | | 6,044 |
| % with any housing problem | | | | | 66% |
| with cost burden >30% | | 2,003 | | 1,935 | 65% |
| **Total Households** | 366 | 5,056 | 1,722 | 14,624 | 19,680 |
| % with any housing problem | | 50% | | 43% | 45% |
| % with cost burden > 30% | 66% | 45% | 11% | 40% | 41% |

Note: Lake Forest was incorporated in 1991. HUD's CHAS tabulations did not provide any input data for the City. Non-duplicative counts of households with housing problems cannot be generated. Due to the lack of data, proportions of households with cost burden/housing problems cannot be established by income, tenure, and household type.

## *Inadequate Housing*

An indicator of housing assistance needs is the number of inadequate housing units, defined as units lacking adequate plumbing or kitchen facilities. Oftentimes, these units are occupied by lower income households. Based on the Census estimates, 0.36 percent of households in Lake Forest resided in housing units lacking complete kitchen facilities, translating to 70 households in 1999. Another 0.41 percent of households resided in units lacking adequate plumbing, translating to 81 households in 1999.

## *Housing Overpayment*

State and federal standards for housing overpayment are based on an income-to-housing cost ratio of 30 percent and above. Households paying more than 30 percent of their income on housing have limited remaining income for other necessities. Upper income households generally are capable to paying a larger proportion of income for housing; therefore, estimates of housing overpayment

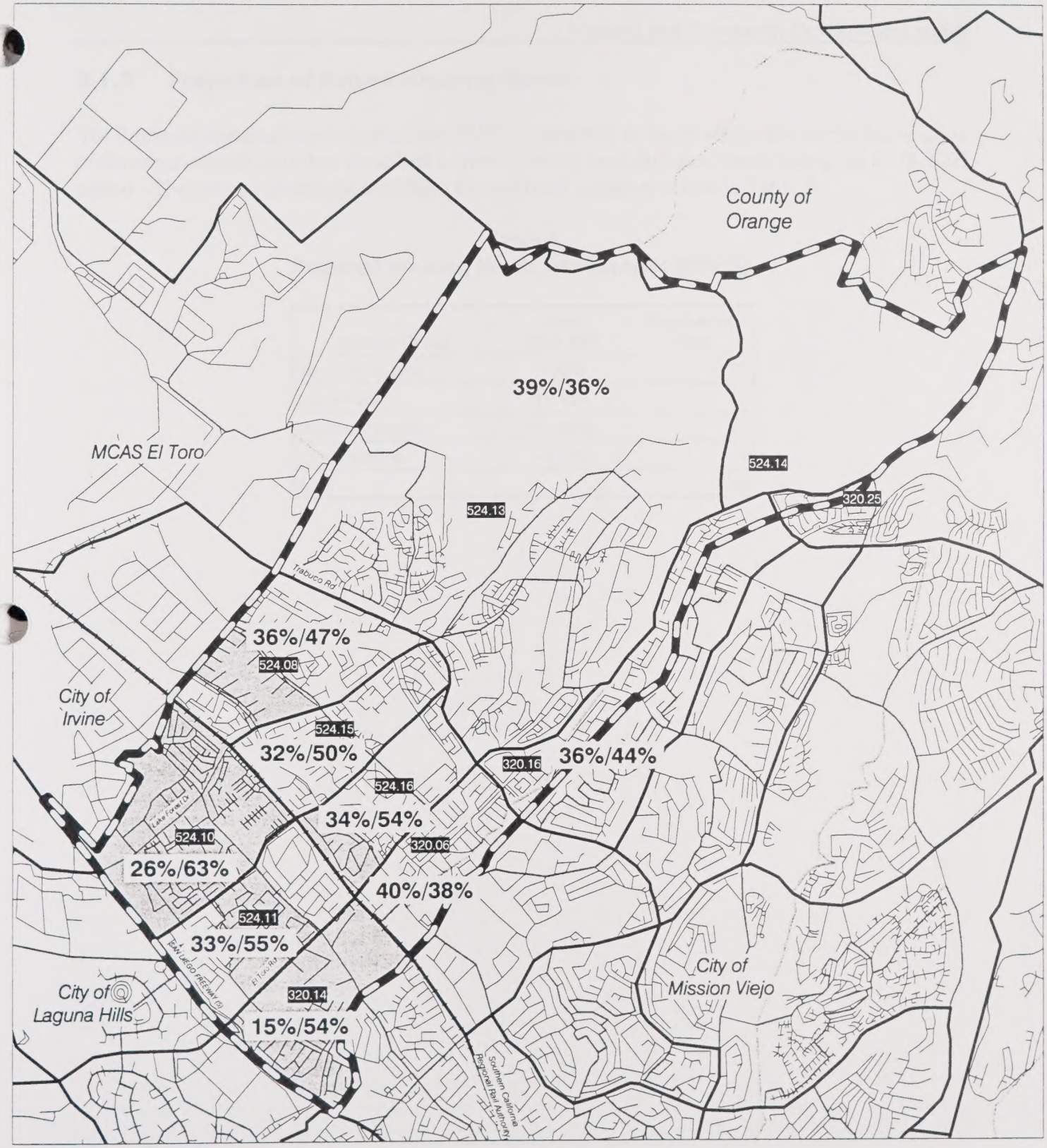
generally focus on lower income households. Figure 5 shows the distribution of overpaying households in Lake Forest.

Distinguishing between renter and owner housing overpayment is important because, while homeowners may overextend financially to afford the option of home ownership, the owners always maintain the option of selling the homes. Renters, on the other hand, are limited to the rental market. As shown in Table 7, an estimated 3,938 lower income (80 percent of MFI) Lake Forest households overpaid for housing in 1999, representing 65 percent of the lower income households. Among these 3,938 overpaying lower income households, 2,003 (51 percent) were renters and 1,935 (49 percent) were owners.

### *Overcrowding*

An overcrowded household is defined as one with more than one person per room, excluding bathrooms, kitchens, hallways, and porches. Unit overcrowding is typically caused by the combined effect of low earnings and high housing costs in a community, and reflects the inability of households to buy or rent housing which provides a reasonable level of privacy and space.

According to the 1990 Census, the incidence of overcrowding in Lake Forest was minimal compared to the County. Overall 5 percent of the City's households were overcrowded, compared to the County at 11 percent. Of the City's total overcrowded households, 51 percent were owner households, and 49 percent were renter households. Applying these statistics to the 1999 number of households, an estimated 898 households in the City may be overcrowded, with 460 being owner households and 408 being renter households, representing 3 percent of the City's owner occupied and 9 percent of renter occupied households. In comparison, 5 percent of the County's owner and 20 percent of renter households were overcrowded.




City of Lake Forest Boundary
000.00 Census Tract Number
Census Tract Boundary
Census Block Group Boundary
Streets

Low/Moderate Income by block group (more than 26.7% of households)

%Owner Overpayment/%Rental Overpayment
15%/54%

Figure 5
Overpayment in Lake Forest
City of Lake Forest

### 3.1.5 Projection of Future Housing Needs

The Regional Housing Needs Assessment (RHNA) prepared by the Southern California Association of Governments (SCAG) has identified a future housing need for Lake Forest during the 1998-2005 period. The income distribution of this 183-unit need is shown below in Table 8.

**Table 8**
**Regional Housing Needs Assessment (RHNA)**

| Income Group | % of Area MFI | Number of Units |
|---|---|---|
| Very Low Income | 0-50% | 73 |
| Low Income | 51-80% | 7 |
| Moderate Income | 81-120% | 27 |
| Upper Income | >120% | 76 |
| Total | | 183 |

## 3.2 Homeless Needs

### 3.2.1 Nature and Extent of Homelessness

Throughout the country, homelessness has become an increasing problem. Factors contributing to the rise in homelessness include the general lack of housing affordable to lower income persons, increases in the number of persons whose incomes fall below the poverty level, reductions in public subsidies to the poor, alcohol and drug abuses, and the de-institutionalization of the mentally ill.

The Orange County 1998 Continuum of Care Application estimates that about 4,850 homeless individuals and 92,50 homeless persons in families are in need of emergency and transitional housing. In addition, another 55,000 persons are in need of permanent supportive housing. In contrast to the public perception of the homeless person as a single man who abuses substances or is mentally ill, the composition of this population is heterogeneous and complex. Included are families, children, single women, and the temporarily unemployed. Recent discussions with service providers indicate that there are a significant number of homeless single mothers with children in Orange County. Homeless Asian individuals or families are few in Orange County.

According to the Census data, no homeless individuals in Lake Forest resided in emergency shelters or were seen on City streets at the time of the Census count. The Census homeless survey, however, is generally recognized to have undercounted the homeless, particularly those who were unsheltered. Information obtained from the Orange Coast Interfaith Shelter indicated that in 1999, the agency served 39 homeless people who indicated their last permanent addresses as Lake Forest. In addition, Saddleback Community Outreach indicated in the Consolidated Plan workshop that the agency provides emergency lodging to 10 families a month.

Discussions with a representative from the Fair Housing Council of Orange County reveal that few homeless people would record Lake Forest as their last residences prior to becoming homeless. South Orange County in general is a high cost area with regard to housing. Most residents in this area earn moderate and upper incomes and are not typically at imminent risk of becoming homeless. Therefore, very few homeless people would report South Orange County communities as their most recent residences prior to becoming homeless. A more prevalent trend in South Orange County among the "at-risk" population is the "spiraling-down" effect. When the financial stability of a household continues to deteriorate due to a range of factors (such as loss of employment or health reasons), most probably this household would move to successively lower-cost communities prior to becoming homeless.

Public service providers attended the consultation workshop indicated that in order to prevent homelessness, affordable housing is needed for extremely-low and very-low income households, who have the greatest difficulty in obtaining affordable housing. Many families have resorted to living in motels where the first and last month's rent, plus security deposit are not required.

### 3.2.2 Homeless Subpopulations

The needs of the homeless vary by subpopulation. Mentally ill persons require housing supported by mental health care and counseling. Alcohol and drug abusers require treatment facilities and medical and social support services. Victims of domestic violence need shelter and social services to assist in the transition to independent living. Runaway youths require shelter, combined with counseling and social services to reintegrate them with their families or enable them to live independently.

While a complete count of the homeless population in Lake Forest is not available, information obtained from the Orange Coast Interfaith Shelter provided some insight regarding the relatively small homeless population in Lake Forest:

- 39 homeless persons from Lake Forest were provided services from January through November 1999. This included 16 adults and 23 children.

- 3 families from Lake Forest were provided shelter from January through November 1999.

The Orange Coast Interfaith Shelter does not maintain information regarding the characteristics of the homeless people from Lake Forest.

The Continuum of Gap Analysis prepared by the County of Orange identifies the following subgroups within the Countywide homeless population:

- More than 1,500 homeless persons have severe mental illness - Mental illness often accompanies homelessness. Not only can homelessness be a consequence of mental illness, but a homeless life may cause and exacerbate emotional problems.

- Close to 2,500 homeless persons are dually diagnosed with mental illness and drug/alcohol abuse - Substance abuse and homelessness directly correspond. Drugs and alcohol are often used as "self-medication" to help homeless persons cope with their bleak circumstances.

- Almost 5,000 homeless persons are veterans

- Close to 5,150 homeless persons have AIDS or HIV infection - Homeless people living with HIV/AIDS experience rapid declines in their immune systems and are more likely to develop infections as the result of their living situations. Homeless youth are particularly at risk of infection from participating in prostitution and sharing needles as drug users.

- Close to 5,900 homeless persons are victims of domestic violence - Many single women and women with children become homeless as the result of escaping physical abuse in the

home. Once women are homeless and living on the streets, they become particularly susceptible to rape and battery. Homeless women, therefore, often require additional counseling to work through psychological impairment from physical abuse to transition into the mainstream.

- Close to 2,200 homeless persons are homeless youths - Single homeless youths are typically runaways from local homes, and almost all of them return home after a few days and are not considered homeless.

### 3.2.3 Needs of Persons Threatened with Homelessness

The "at-risk" population is comprised of lower-income families and individuals who, upon loss of employment, would lose their housing and end up residing in shelters or becoming homeless. Lower-income families are considered to be at risk of becoming homeless. These families are generally experiencing a housing cost burden, paying more than 30 percent of their income for housing. In more severe cases some families pay more than 50 percent of their income for housing. An estimated 3,938 lower income (80 percent of MFI) Lake Forest households overpay for housing in 1999, representing 65 percent of the lower income households. Among these 3,938 overpaying lower income households, 2,003 (51 percent) are renters and 1,935 (49 percent) are owners.

The at-risk population also includes individuals who are in imminent danger of residing in shelters or being unsheltered. This is primarily due to the lack of access to permanent housing and the absence of an adequate support network, such as a parental family or relatives in whose homes they could temporarily reside. These individuals, especially those being released from penal, mental or substance abuse facilities, require social services that help them make the transition back into society and remain off the streets. Needed services include counseling, rental assistance, and job training/assistance.

Another at-risk population group includes those currently in foster care and who may become homeless when they reach 18 years of age. Rental assistance is the most effective way to prevent homelessness among this group.

### 3.2.4 Inventory of Facilities and Services for the Homeless and Persons Threatened with Homelessness

#### *Emergency Shelter and Transitional Housing Facilities*

The facility and service needs of homeless families and individuals generally include emergency shelter, transitional housing, social services such as job training and counseling, and mental and general health services. Transitional housing is distinguished from emergency shelters in that it provides shelter for an extended period of time (perhaps as long as 18 months) and generally

includes integration with other social services and counseling programs to assist in the transition to self-sufficiency through the attainment of a permanent income and housing. More specifically, mentally ill persons require housing supported by mental health care and counseling.

A number of shelters/transitional housing programs are operated within proximity to Lake Forest. They are most likely to provide services to homeless individuals and facilities in the Lake Forest Area. Table 9, Inventory of Homeless Service Providers, presents a listing of agencies which provide homeless shelters and services. In addition, Lake Forest has provided funds to non-profit organizations to purchase facilities for three transitional units and one affordable housing unit in the City. Future funds will also be allocated for this purpose.

### *Social Service Programs for the Homeless*

The key social service programs for the homeless in the region include:

- **Catholic Charities** provides vouchers for shelter, food distribution, job placement and a housing placement service for men, women and families.

- **Episcopal Service Alliance** provides clothing, medical assistance, bus/gas vouchers, counseling, personal needs and coping skills for homeless men, women and families.

- **Families Forward** (formerly *Irvine Temporary Housing*) provides a variety of programs and services including a transitional housing program, a prevention program, a food assistance program., and emergency assistance.

- **Saddleback Community Outreach** provides a transitional housing program, placing families into condominiums. It also provides services including counseling, clothing, job interviews, school, food, gas and utilities. In addition, Saddleback Community Outreach operates a computer learning center which is staffed by 12 instructors who are retirees from Leisure World. For every one hour of training received, the recipient must provide one hour of community service.

- **Share Our Selves (SOS)** provides services to the homeless including food, financial assistance, gas, utilities and hotel vouchers.

- **Shelter For The Homeless** provides services to the homeless including transitional housing facilities within the City of Lake Forest.

- **St. Edwards Christian Service** provides food and emergency services to the homeless.

- **Women's Assistance Center** provides free emergency clothing and toiletries to women and children including homeless victims of violence, and assists with resume development and job referrals.

**Table 9**
**Homeless Service Providers in the Region**

| Facility | Type | Target Population | Services | Shelter Capacity | Maximum Stay |
|---|---|---|---|---|---|
| Catholic Charities Santa Ana | Homeless Services | Men, women and families | Provides vouchers for shelter, and food distribution, job placement, FEMA housing program. | --- | --- |
| Community Services Program (CSP) Youth Shelter Laguna Beach | Youth Shelter | Youth ages 11 -17 and Families | Services for at risk children and families in crisis situations for the prevention of drug abuse and alcoholism. | 8 beds | 2 -3 weeks |
| Friendship Shelter Laguna Beach | Emergency Shelter | Single men and women | Provides temporary shelter. Services include two meals/day, and various education programs: budgeting, drug rehabilitation support, AIDS education and testing, job preparation and nutrition. | 27 beds | 60 days |
| Huntington Youth Shelter Huntington Beach | Emergency Shelter | Youth ages 11 -17 | Provides emergency shelter and a crisis hot line, food, clothing, counseling, family reunification. | 18 beds | 2 weeks |
| Ecumenical Service Alliance/Anchor House San Clemente | Family Shelter | Families with children | Provide shelter and services including food, utilities, and counseling. | 14 beds | 60 days |
| Orange Coast Interfaith Shelter Costa Mesa | Emergency shelter | Single women, Couples, | Provides shelter with breakfast and dinner. | 45 beds | 3 - 7 days |
| Orange Coast Interfaith Shelter Costa Mesa | Transitional Shelter | Families with children and Single Parents. | Required to save at least 80% of income. Services include meal program, gas vouchers, shower and laundry facilities, clothing, life skills and referrals. | 55 beds | 60 days |
| Saddleback Community Outreach Laguna Hills | Transitional Housing Services | Families | Transitional housing program, placing families into condominiums. Provides services including counseling, clothing, job interviews, school, food, gas and utilities. | 7 Units | 6 mos. - 1 year |

**Table 9**
**Homeless Service Providers in the Region**
**(continued)**

| | | | | | |
|---|---|---|---|---|---|
| Share Our Selves - Costa Mesa | Homeless Services | All | Provides food, financial assistance, gas, utilities, and hotel vouchers. | -- | -- |
| Shelter for the Homeless (SFTH) | Transitional Housing | All | Transitional housing program, placing families into condominiums. Provides services including counseling, clothing, job interviews, school, food, gas and utilities. | 4 Units | |
| St. Edwards Christian Service Dana Point | Homeless services | All | Provides food and emergency services. | -- | -- |
| Women's Assistance Center Mission Viejo | Homeless services | Women and Children | Provides free emergency clothing and toiletries to women and children including homeless victims of violence, some parolees and senior citizens; and assist with resume and job referrals. | -- | -- |

### *Soup Kitchens and Other Daytime Facilities*

The following facilities and social service agencies provide daytime services to the homeless:

- **Someone Cares Soup Kitchen** is located in Costa Mesa and provides hot lunch and limited groceries for any needy or homeless person.

- **Episcopal Service Alliance**, located in Laguna Beach, provides a variety of daytime services to the homeless population, including a hot lunch program, free clothing, hygiene supplies, laundry facilities, and showers.

- **Orange Coast Interfaith Shelter**, located in Costa Mesa, operates two (emergency and temporary housing) shelter programs for the homeless, and provides a variety of services to the homeless population, including a meal program, gas vouchers, shower and laundry facilities, clothing, life skills, and referrals.

- **Saddleback Community Outreach** provides a variety of services to families with children, including a food program. The food program distributes a box of food to needy

families. The organization indicates that the demand for their services has grown tremendously and additional food supplies are always needed.

- **Share Our Selves (SOS)** in Costa Mesa provides daytime services such as food, financial assistance, and medical/dental care to homeless persons. The agency provides sack lunches each day, and one bag of groceries per week to some families. Financial assistance is also provided for gas, prescriptions, and rental assistance. The amount of assistance awarded to the homeless client is based on a personal interview and need.

- **Families Forward** (formerly *Irvine Temporary Housing*) operates a food assistance program. Families can receive groceries by appointment, to help stretch their limited income.

### *Voucher and Rent Subsidy Programs*

Vouchers and rental assistance for homeless persons and families in south Orange County area are scarce. The **Episcopal Service Alliance** (ESA) in Laguna Beach receives funding for vouchers from the Federal Emergency Management Agency (FEMA) to provide emergency services for the homeless. With the FEMA-funded voucher assistance, Lake Forest is able to provide a year-round voucher program to service its homeless population.

### *Drug and Alcohol Rehabilitation Services*

Homeless alcohol and drug abusers require treatment facilities and programs, as well as medical and social support. Two nearby facilities provide counseling related to drugs and alcohol abuse to Lake Forest residents. **Friendship Shelter** in Laguna Beach provides drug rehabilitation support, and **Serving People in Need** (SPIN) in Newport Beach provides a program for homeless alcoholics and drug abusers which assists with helping individuals get into detoxification programs.

### *Other Services*

Other organizations in the south Orange County area that also provide services to homeless persons in Lake Forest include:

- **Mental Health:** The Mentally Disabled Homeless Health Services Program operated by Orange County Department of Health Services provides specialized services to the County's homeless population. This program is designed to provide outreach and case management for the seriously mentally disabled who are homeless or who are at risk of becoming homeless.

- **AIDS/HIV:** As the number of HIV/AIDS cases increases in Orange County, more organizations are beginning to provide housing services for patients without adequate

shelter. Housing counseling and/or shelter are provided by the Aids Service Foundation/Orange County and the Orange County Department of Health Services.

- **Domestic Violence:** A number of homeless women are victims of domestic violence and sexual assault. The YWCA Emergency Response Program (YWCA South Orange County) provides temporary shelter up to 5 days for battered women and their children, as well as referrals to alternate shelters in Orange County for longer term support.

- **Employment:** Securing employment is an important step for homeless persons returning to independence. A large proportion of homeless persons, particularly women, lack skills to obtain employment that pays well enough to support themselves and their families. The Orange County Employment Action Network (OCHITF) of the Orange County Homeless Issues Task Force, works with residents of transitional shelters to provide employment counseling, pre-employment skills and job development, and provides support for JTPA participants.

## 3.3 Public and Assisted Housing Needs

### 3.3.1 Public Housing

Lake Forest has no public housing.

### 3.3.2 Tenant-Based Rental Housing Assistance

Lake Forest contracts with the Orange County Housing Authority to administer its rental assistance programs. Currently, 78 low income households in Lake Forest receive housing assistance through Section 8 Certificate and Voucher programs, with another 150 Lake Forest households on the waiting list.

### 3.3.3 Inventory of Assisted Housing and At-Risk Status

One publicly assisted housing project is located in Lake Forest – 72-unit Trabuco Woods. This project is assisted with a Multi-Family Mortgage Revenue Bond issued by the County of Orange; 20 percent (14 units) of the project units are rent-restricted to low households for 15 years. This rent restriction will expire in 2008.

The likelihood that the "at-risk"units will convert to market rate will depend primarily on the availability and attractiveness of incentives encouraging their continued use as low income housing. The ability to charge higher rents is the primary economic incentive for the owner of Trabuco Woods to convert low income units to market rate.

#### *Preservation Costs*

Preservation of the at-risk units in Trabuco Woods can be achieved in three ways: 1) refinance the mortgage revenue bond; 2) provide rental assistance to tenants; and 3) purchase affordability covenant.

**Refinance Mortgage Revenue Bond**

The most likely option to preserve the low-income rent restriction of the 14 units in Trabuco Woods is to refinance the mortgage revenue bond with the County. If refinanced, Trabuco Woods would be required by the 1986 Tax Reform Act to commit their 20 percent low income units for the greater of 15 years or as long as the bond is outstanding.

To ensure the affordability of the 14 bond assisted units in Lake Forest, the City can encourage the County to enter into discussions with the owner of Trabuco Woods regarding bond refinancing. The

costs to refinance the bond would include the difference in interest rates on the remaining debt between the current and the renegotiated bond packages, an issuance cost which amounts to approximately 3 percent of the bond to be paid up front by the City, and administrative costs. Thus, the project owner may not have a financial incentive to refinance unless renegotiated bond interest rate is well below the current rate on the bond. Other incentives may be needed to encourage refinancing. More often, the property owner prefers to either sell the property or to seek refinancing opportunities from private lending institutions and would therefore be eligible to opt out of affordability controls.

### Rental Assistance

Rent subsidies using federal, State, or local funding sources can be used to maintain affordability at the at-risk project, and can be structured to mirror the Section 8 program. Under the HUD Section 8 program, HUD pays owners the difference between what tenants can pay (defined as 30 percent of household income) and what HUD and the local Housing Authority estimate to be Fair Market Rent on the unit. The feasibility of this alternative depends on the property owner's willingness to accept rental vouchers. In terms of cost-effectiveness, rental subsidies are less costly than constructing new assisted housing, as illustrated below in Table 10. Given the unit mix of the 14 at-risk units, the total cost of subsidizing the rents for these units is estimated at $1,120 per month or approximately $13,400 annually.

**Table 10**
**Rent Subsidies Required**

| At-Risk Units | Trabuco Woods |
|---|---|
| 1-bedroom | 7 |
| 2-bedroom | 7 |
| Total | 14 |
| Total Monthly Rent Income Supported by Affordable Housing Cost of Very Low Income Households | $10,157 |
| Total Monthly Rent Allowed by Fair Market Rents | $11,277 |
| Total Annual Subsidies Required | $13,440 |
| Average Annual Subsidy per Unit | $960 |
| Average Monthly Subsidy per Unit | $80 |

Notes:
1. Affordable monthly rent for a very low income household is $682 based on a 2-person household, $769 based on a 3-person household.
2. October 1999 Fair Market Rents in Orange County for a 1-bedroom is $720, and 2-bedroom is $891.
3. 1-bedroom unit = 2-person household; 2-bedroom unit = 3-person household.

### Purchase of Affordability Covenant

Another option to preserve the affordability of at-risk projects is to provide an incentive package to the owners to maintain the projects as low income housing. Incentives could include writing down the interest rate on the remaining mortgage, supplementing the rent received to market levels, and/or provision of grants or loans for rehabilitation. The feasibility of this option depends on whether Trabuco Woods is too highly leveraged. By providing lump-sum financial incentives or on-going subsidies in rents or reduced mortgage interest rate to the owner, the City can ensure that some or all of the units remain affordable.

## *Replacement Costs*

This section analyzes the cost of replacing the 14 assisted units in Trabuco Woods Apartments should they be converted from low income uses. Two replacement options will be discussed: 1) purchase of similar units to replace the at risk units; and 2) construction of new assisted housing units.

### Purchase of Similar Units

Current market value of the at-risk units can generally be estimated on the basis of potential income, operating and maintaining expenses, and building condition. As shown in Table 11, the current market value of the 14 at risk units is estimated at $758,000, or about $54,000 per unit.

**Table 11**
**Market Value of At-Risk Housing Projects**

| Project Units | Affordable Units at Risk |
|---|---|
| 1-bedroom (600 sq. ft./unit) | 7 |
| 2-bedroom (750 sq. ft./unit) | 7 |
| Total Units | 14 |
| Annual Operating Cost ($4/sq. ft.) | $58,800 |
| Gross Annual Income | $127,680 |
| Net Annual Income | $68,880 |
| Market Value | $757,680 |

Market value for each project is estimated with the following assumptions:

1. The average market rent for a 1-bedroom unit is $700 and a 2-bedroom unit is $900.
2. Vacancy rate = 5%
3. Market value = Annual net project income * multiplication factor
4. Multiplication factor for a building in moderate condition is 11.

### Construction of Replacement Units

The cost of developing new housing depends on a variety of factors such as density, size of units, location and related land costs, and type of construction. According to the 1999 Orange County Affordable Housing Strategy, a typical two-bedroom apartment costs around $150,000 to develop. Assuming that a one-bedroom apartment would cost 20 percent less to develop than a two-bedroom unit, the total cost of constructing 14 new units to replace the units at risk would be about $1.9 million, substantially more expensive than subsidizing existing units or purchasing existing units.

## *Cost Comparison*

Both purchase of similar units and development of new units require significant up-front costs. While annual rent subsidies required to preserve the 14 assisted units are relatively low (approximately $13,400 annually), the long-term affordability of the units could still not be ensured. Other financial incentives may also be needed to make the negotiation packages more attractive to property owners.

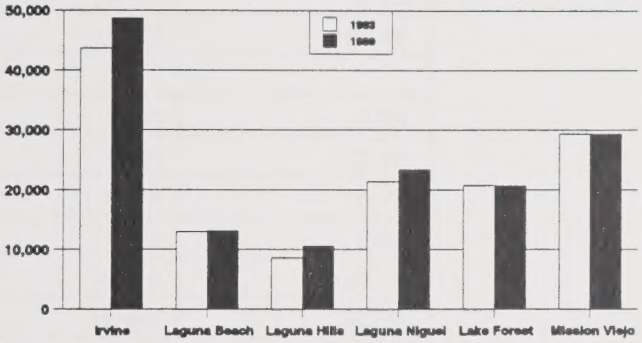
The costs to refinance an existing bond under the current owners are based primarily on the outstanding debt, and the difference in interest rates on the remaining debt between the previous and renegotiated bond packages. Refinancing the existing bond is probably the least costly preservation option for a bond-financed project. The County of Orange has refinanced several expiring mortgage revenue bond projects, and should be contacted regarding potential refinancing of Trabuco Woods.

## 3.4 Market Conditions

### 3.4.1 Housing Growth

The State Department of Finance reported a total of 20,719 dwelling units in Lake Forest in 1999. Among the surrounding cities, Irvine contained the largest stock with 48,764 units, Mission Viejo had the second largest with 32,573 units, followed by Laguna Niguel with 23,372 units. Between 1993 and 1999 housing stock in Lake Forest decreased slightly by 12 units from an estimated 20,731 units in 1993. Lake Forest is approaching buildout with little vacant land remaining for new residential development. The City's Sphere of Influence contains substantial acreage planned for residential development, however. Two residential developments, Portola Hills and Foothill Ranch, at buildout, will increase housing stock in the Sphere of Influence by approximately 6,100 dwelling units.

**Figure 6: Housing Growth - 1993-1999**
**City of Lake Forest and Surrounding Areas**




Sources: State Department of Finance, Population and Housing Estimates, January 1993 and 1999.

### 3.4.2 Housing Characteristics

#### *Housing Type*

The housing stock in Lake Forest experienced little change during the past few years. Table 12 shows the composition of Lake Forest as of January 1999. According to the Department of Finance, single-family housing remained the majority housing type at 68 percent, while multi-family housing accounted for 26 percent. Single-family residences are predominately located within large planned communities (Lake Forest, El Toro, Rancho De Los Alisos, Rancho Serrano, and Serrano Highlands) and are governed by twenty Homeowners Associations. The City also contains four mobile home parks occupied by 1,224 units.

**Table 12**
**Housing Type: 1999**

| Housing Type | 1999 | |
|---|---|---|
| | No. of Units | % of Total |
| Single-Family | | |
| Detached | 10,933 | 52.8% |
| Attached | 3,150 | 15.2% |
| Total | 14,083 | 68.0% |
| Multi-Family | | |
| 2-4 Units | 809 | 3.9% |
| 5+ Units | 4,603 | 22.2% |
| Total | 5,412 | 26.1% |
| Mobile Homes | 1,224 | 5.9% |
| Total Housing Units | 20,719 | 100.0% |
| Total Occupied Units | 19,680 | 95.0% |
| Vacancy Rate | | 5.0% |

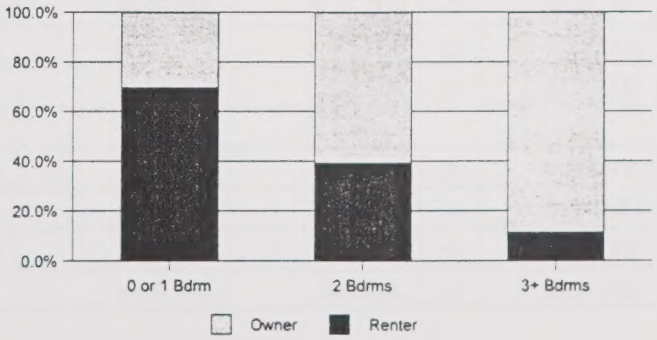
Source: State Dept. of Finance, Population & Housing Estimates, 1/1999.

### *Tenure*

The tenure distribution of a community's housing stock (owner versus renter) influences several aspects of the local housing market. Residential stability is influenced by tenure, with ownership housing evidencing a much lower turnover rate than rental housing. Housing overpayment, while faced by many households, is far more prevalent among renters. Tenure preferences are primarily related to household income, composition, and age of the householder. Lake Forest is a predominantly owner-occupied community. In 1999, an estimated 74 percent of the 19,680 occupied housing units were owner-occupied, and 26 percent were renter-occupied.

The majority of the housing units in Lake Forest are large units with three or more bedrooms. Large size units are more prevalent among ownership housing than among rental housing (Figure 7). In 1999, there were 11,853 occupied units with three or more bedrooms, 89 percent of which were owner-occupied. Additionally, there were 5,713 two-bedroom units in the City, about 60 percent of which were owner-occupied. Of the 2,113 occupied studio or one bedroom units, 70 percent were renter-occupied.

**Figure 7**
**Unit Size by Tenure - 1999**

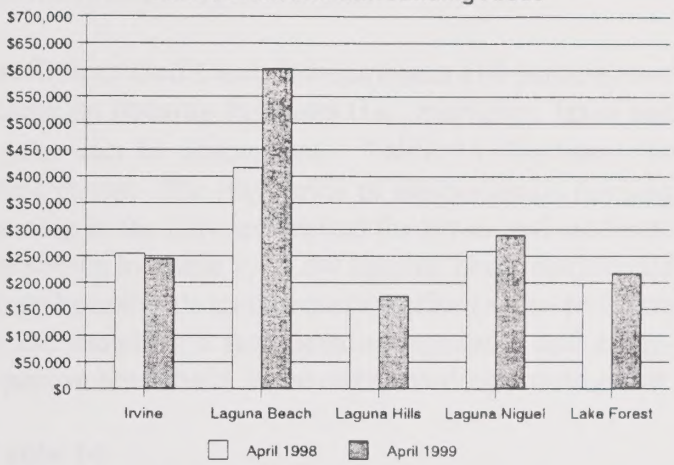


### 3.4.3 Housing Cost

#### *Ownership Housing Cost*

The City of Lake Forest offers a wide price range of single-family homes and condominium units (see Table 13). Single-family homes sold between 1998 and 1999 were priced from $92,500 to $775,000. Condominium units were priced from $43,000 to $251,000. Most large size units (with three or more bedrooms) available for sale were single-family homes, selling at substantially higher prices than condominium units. A total of 918 single-family home transactions were recorded, with an average price of a home reported at about $264,000. Among the 280 condominium sales, the average price was reported at $130,000.

**Figure 8: Median Housing Sale Prices**
**Lake Forest and Surrounding Areas**




Source: California Association of Realtors, April 1999.

Lake Forest experienced a smaller increase in median housing sales price between April 1998 and April 1999 when compared to surrounding communities, except for Irvine which showed a slight decrease in median price (see Figure 8).

**Table 13**
**Housing Sales Price: 1998 - 1999**

| Number of Bedrooms | Units Sold | Median | Average | Price Range | | |
|---|---|---|---|---|---|---|
| **Single-Family Homes** | | | | | | |
| Two-Bedroom | 71 | $203,000 | $208,422 | $105,500 | to | $775,000 |
| Three-Bedroom | 397 | $239,000 | $244,191 | $92,500 | to | $554,500 |
| Four-Bedroom | 416 | $285,750 | $288,684 | $145,000 | to | $600,000 |
| Five-Bedroom + | 34 | $303,250 | $310,912 | $165,000 | to | $477,500 |
| Total | 918 | | $264,058 | $92,500 | to | $775,000 |
| **Multi-Family Homes** | | | | | | |
| One-Bedroom | 38 | $81,750 | $85,605 | $43,000 | to | $169,500 |
| Two-Bedroom | 170 | $122,500 | $123,429 | $74,000 | to | $191,500 |
| Three-Bedroom | 72 | $170,750 | $169,007 | $65,000 | to | $251,000 |
| Total | 280 | | $130,016 | $43,000 | to | $251,000 |

Source: Los Angeles Times Dataquick Services

Housing affordability is dependent upon income and housing costs. Using updated income guidelines, current housing affordability in terms of home ownership can be estimated. According to the HUD income guidelines for 1999, the Median Family Income (MFI) in Orange County for a four-person household was $68,300. Median income for a Very Low Income household (0-50 percent MFI) was $34,150, a Low Income household (51-80 Percent MFI) earned up to $47,800, and a Moderate Income household (81-120 percent MFI) earned up to $81,950.

Assuming that the potential homebuyer has sufficient credit and downpayment (10 percent) and spends no greater than 30 percent of their income on housing expenses (i.e., mortgage, taxes and insurance), the maximum affordable home price can be determined. Table 14 illustrates the purchasing ability of the income groups defined above. The high price of single-family housing indicates that the opportunities for home ownership in the City are limited for lower and moderate income groups. Given the median home prices shown in Table 13, Low Income households could afford condominium units, and Very-Low Income households could possibly afford a one-bedroom condominium. However, affordability limits are based on a four-person household, and a one-bedroom unit is not a viable option for a four-person household, since overcrowding would result.

**Table 14**
**Affordable Homeownership Costs by Income Category**
**Orange County - 1999**

| Income Group | Median Income | Monthly Affordable Housing Cost | Utility Allowance | Property Taxes, Homeowner's Insurance | Affordable Mortgage Payment | Max. Affordable 30-Year Mortgage | Max Affordable Home Price |
|---|---|---|---|---|---|---|---|
| Very Low (0-50% MFI) | $34,150 | $854 | $125 | $150 | $579 | $82,809 | $92,000 |
| Low (51-80% MFI) | $47,800 | $1,195 | $125 | $200 | $870 | $124,428 | $138,250 |
| Moderate (81-120% MFI) | $81,950 | $2,049 | $125 | $200 | $1,724 | $246,568 | $273,950 |

Note: Calculation of affordable home sales price based on down payment of 10% annual interest rate of 7.5%, 30-year mortgage and monthly payment of 30% of HUD Median Family Income (MFI) of $68,300 for 1999.

### *Rental Housing Cost*

As previously stated, Lake Forest is a predominantly owner-occupied community, with about 74 percent owner-occupied households. The rental housing market in Lake Forest is comprised of apartments, townhomes and condominiums, and single-family homes. Very few units were advertised in the newspaper, therefore current rental rate information was obtained directly from the property managers of several large apartment complexes. Each property manager indicated that their complexes are typically at 98 percent occupancy. Rental rates are summarized by unit type and size

in Table 15. As shown in this table, the apartment rental stock is comprised primarily of one- and two-bedroom units.

**Table 15**
**Current Rental Rates by Unit Type: August 1999**

| Unit Type and Size | Number of Units | % of Total | Rental Range |
|---|---|---|---|
| **Apartments** | | | |
| Junior One-Bedroom | 35 | 0.0% | $825 - $883 |
| One-Bedroom | 590 | 40.3% | $799 - $945 |
| Two-Bedroom | 795 | 54.3% | $999 - $1,200 |
| Three-Bedroom | 45 | 3.1% | $1,300 |
| **Total** | 1,465 | 100.0% | $799 - $1,300 |

Source: Individual apartment complex management, August 1999.

As with ownership housing, affordability of rental housing is dependent upon income and housing costs. Applying the same HUD income guidelines previously used for ownership housing affordability, the costs of rental housing can also be estimated in terms of affordability. Monthly affordable rental housing costs are shown in Table 16. According to the income guidelines for 1999, rents for two- or three-bedroom apartment units are not affordable to very-low income households. Low income households could afford up to a two-bedroom unit.

**Table 16**
**Affordable Rent by Income Category Orange County: 1999**

| Income Group | Median Income | Monthly Affordable Rent | Utility Allowance | Affordable Monthly Rent Payment |
|---|---|---|---|---|
| Very Low (0-50% MFI) | $34,150 | $854 | $50 | $804 |
| Low (51-80% MFI) | $47,800 | $1,195 | $50 | $1,145 |
| Moderate (81-120% MFI) | $81,950 | $2,049 | $50 | $1,999 |

Note: Calculation of affordable rent is based on a monthly payment of 30% of HUD Median Family Income (MFI) for Orange County of $68,300 for 1999

Typically, mobilehome park spaces offer an alternative to very-low and low income households. Lake Forest has four mobile home parks targeted for senior households, which are typically small households with one or two members. The City surveyed the four mobile home parks in June 1999 and identified park space rents ranging from a low $570 to a high of $675 (see Table 17). According to the Orange County Housing Authority, a large number of the City's mobilehome occupants have incomes below 30 percent of the County Median Family Income (MFI).

Given an adjusted MFI for a two-person household of $54,650 in 1999, a very low income (50 percent MFI) senior household can afford $682 in monthly housing costs, and an extremely low income (30 percent MFI) senior household can afford only $410 in monthly housing cost. Thus, mobile home park space rents in Lake Forest are within the range of affordability of very low income seniors, but are well beyond the affordable levels of those earning extremely low incomes. In addition, some mobilehome park occupants may face costs in addition to space rents if they are renting coaches, further impacting housing affordability.

**Table 17**
**Mobile Home Park Space Rents: June 1999**

| Park Name | Number of Units | Number for Sale | Average Rent/Range | Target Population |
|---|---|---|---|---|
| El Toro Mobile Estates<br>24921 Muirlands Blvd. | 328 | 7 | $660 | Senior Park - 55 years + |
| Forest Gardens<br>24001 Muirlands Blvd. | 494 | 16 | $570 - $650 | Senior Park - 55 years + |
| Kimberly Gardens<br>24922 Muirlands Blvd. | 159 | 3 | $675 | Family Park - all ages |
| Prothero<br>24701 Raymond Way | 257 | 3 | $600 | Senior Park - 55 years + |
| Total Units | 1,238 | 29 | $570 - $675 | |

## 3.4.4 Housing Condition

### *Age of Housing Stock*

Housing which is 30 years old is assumed to require some rehabilitation. Such features as electrical capacity, kitchen features, and roofs, usually need updating if no prior replacement work has occurred. Lake Forest has a fairly new housing stock, Table 18 indicates that only ten percent of the City's housing stock was built prior to 1970 and is currently approaching 30 years of age.

**Table 18**
**Age of Housing Stock: 1999**

| Year Built | Number of Units | Percent of Total |
|---|---|---|
| 1939 or earlier | 0 | 0.0% |
| 1940-1949 | 23 | 0.1% |
| 1950-1959 | 75 | 0.4% |
| 1960-1969 | 1,985 | 9.6% |
| 1970-1979 | 9,260 | 44.7% |
| 1980- March 1999 | 9,376 | 45.3% |
| Total | 20,719 | 100.0% |

Sources: 1990 Census and 1999 Department of Finance estimates.

### *Housing Conditions Survey*

As part of the City's 1993 General Plan program, a housing conditions survey of the City's older neighborhoods was conducted to assess the magnitude of substandard housing and rehabilitation needs. Based on exterior evaluation of these targeted neighborhoods, each unit was rated as "good", "adequate", "substandard - suitable for rehabilitation", or "substandard - unsuitable for rehabilitation." Residential structures with excessive clutter in yards and/or deficiencies in landscaping, but which appeared to be otherwise sound, were considered to be in standard condition, provided the other residential structure met the necessary criteria.

The conditions survey confirmed that even in the City's oldest neighborhoods, the housing stock is of high quality and has been well maintained. Of the 1,483 units surveyed, over 90 percent of the units surveyed received a rating of "good", exhibiting no outward signs of decay. An estimated 101 units were in need of repair to prevent deterioration to substandard conditions. These units are concentrated in three areas:

**Area 1:** This area is located along the southwestern edge of the City bounded by the San Diego Freeway (405) and Rockfield Boulevard. A majority of the City's oldest housing stock is located

in this area. The majority (592) of the units in this area received a rating of "good", with the remaining units (57) rated "adedquate."

**Area 2:** This area is located between Lake Forest Drive and Ridge Route Drive, west of Muirlands Boulevard. The area is characterized by single-family neighborhoods, with only two multi-family developments in the area. Out of the 646 homes in the area, 618 were rated as "good", with the remaining 29 rated "adequate."

**Area 3:** This area contains multi-family dwelling units located on Village Drive. The survey reported 56 of the units were in "good" condition and 16 units in "adequate" condition.

The City has adopted a comprehensive approach to neighborhood improvement in five targeted Neighborhoods Preservation Areas. A full-time Code Enforcement Officer provides focused enforcement activities and responds to complaints related to substandard housing, property maintenance, overgrown vegetation, illegal conversions, improper occupancy and other nuisance and zoning complaints. The City also conducts annual neighborhood clean-up days which include activities such as the painting of homes, clearing yard debris, performing landscape maintenance and trash cleanup. The City also provides housing rehabilitation assistance to lower income homeowners through a deferred loan program for owner-occupied single-family detached and attached homes and mobile home units, which is funded through the City's CDBG program.

## *Lead-Based Paint Hazards*

### Health Hazard of Lead

Lead poisoning is the number one environmental hazard to children in America today. Lead's health effects are devastating and irreversible. Lead poisoning causes IQ reductions; reading and learning disabilities; decreased attention span; and hyperactivity and aggressive behavior.

The Center for Disease Control has determined that a child with a blood lead level of 15 to 19 μg/dL (micrograms per deciliter) is at high risk for lead poisoning and a child with a blood lead level above 19 μg/dL requires full medical evaluation and public health follow-up.

Table 19 contains a list of the local, state, and federal agencies concerned with the childhood lead-poisoning problem and their services/resources (i.e. education, prevention, detection, treatment and abatement).

### Incidence of Lead Hazards

The lead poison program is administered through the County of Orange Health Care Agency - Epidemiology Division. The Health Care Agency receives most of its referrals from the State Child Health and Disease Prevention (CHDP) Program and from public health clinics for children. The CHDP Program requires that all physicians receiving funding from the program test all children under five years of age for lead poisoning. If lead poisoning is discovered, the case is turned over

to the Health Care Agency, who will follow up and determine proper treatment. For children with a blood lead level of 20 μg/dL or higher, the Agency sends a public health nurse and an environmental health specialist for a home visit to evaluate the premise, educate the parents how to eliminate the lead sources, provide information on nutrition and prevention of lead poisoning, and urge other children on the premise to be tested for lead poisoning.

The Agency has recently documented two cases (1997 and 1998) of child lead poisoning in the City of Lake Forest. However, the blood poisoning in these cases was not due to lead-based paint. The Department of Health Services emphasizes that lead-poisoning can come from a variety of sources, including toys, furnishings, fixtures, contaminated water and soils, and lead-based paint.

The City of Lake Forest addresses issues related to lead poison through its rehabilitation program for single-family homes and mobile home units.

**Table 19**
**Agencies and Resources Available for Eliminating or Monitoring Child Lead Poisoning**

| Agency/Program/Position | Services/Resources |
|---|---|
| **Local/County** | |
| 1. Child Health & Disability Prevention Program | Blood Lead Testing Program |
| 2. Childhood Lead-Poisoning Prevention Program (operated throughout State) | County to follow up to State Program |
| Lead Coordinator | PbB Report Intake/Referral and Response Condition |
| Public Health Nurse | Lead Poisoning Follow-up<br>Childhood Lead Case Management<br>Medical Treatment |
| Health Educator | Lead Poisoning Education |
| Environmental Health Specialist | Environmental Case Management<br>LBP Inspection/Abatement |
| **California Department of Health Services** | |
| 1. Child Health and Disability Prevention Program Director | Local CHDP Coordination<br>Policy Development |
| 2. Childhood Lead Poisoning Prevention Branch | Identify lead poisoning through County programs |
| Information Coordinator | Reports status LBP Cases on a Countywide basis |
| **National Center for Lead-Safe Housing** | |
| Director | Information clearinghouse<br>Technical Assistance<br>LBP inspection research |

### Estimating Number of Housing Units with LBP

The age of the housing stock is the key variable for estimating the number of housing units with lead-based paint. Starting in 1978, the use of all lead-based paint on residential property was prohibited. An estimated 75 percent of all residential structures built prior to 1978 contain lead-based paint and older structures have the highest percentage of LBP. Local data has confirmed the national survey results that the percentage of units containing lead increases with the age of the structure. Table 20 estimates the number of housing units with LBP in Lake Forest with LBP.

**Table 20**
**Number of Housing Units with LBP**

| Year Units Built | No. of Units | Percent Units with LBP[a] | Estimated Number of Units with LBC |
|---|---|---|---|
| 1960-1979 | 11,245 | 62% ± 10% | 5,847 - 8,096 |
| 1940-1959 | 98 | 80% ± 10% | 69 - 88 |
| Before 1940 | 0 | 90% ± 10% | 0 |
| Total Units | 11,385 | | 5,916 - 8,184 |

Source: California State Department of Finance, Population Estimates, January 1999.

Note: Housing varies greatly in amount of LBP. These percentages include all housing with some LBP somewhere, no matter how little.

In assessing the potential LBP hazard of these older structures, several factors must be considered. First, not all units with lead-based paint have lead-based paint hazards. Only testing for lead in dust, soil, deteriorated paint, chewable paint surfaces, friction paint surfaces, or impact paint surfaces provides information about hazards. Properties more at risk than others include:

- Deteriorated units, particularly those with leaky roofs and plumbing; and
- Rehabilitated units where there was not a thorough cleanup with high-phosphate wash after the improvements were completed.

## 3.5 Barriers to Affordable Housing

Constraints to the provision of adequate and affordable housing are posed by market, governmental, and infrastructure and environmental factors. These constraints may result in housing that is not affordable to low and moderate income households, or may render residential construction economically infeasible for developers.

### 3.5.1 Market Constraints

#### *Construction and Land Costs*

A major cost associated with constructing a new housing unit is the cost of building materials. Typical residential construction costs for a single-family home range from approximately $60 to $70 per square foot, while custom homes and units with extra amenities run even higher. The *1999 Orange County Affordable Housing Strategy* indicates that including the cost of land, a typical two-bedroom apartment costs around $150,000 to develop.

Reduction in amenities and the quality of building materials (above a minimum acceptability for health, safety, and adequate performance) could result in lower sales prices. In addition, prefabricated factory-built housing may provide for lower priced housing by reducing construction and labor costs. Another factor related to construction costs is the number of units built at one time. As the number of units increases, overall costs generally decrease due to economies of scale. Density bonuses may be used by the City as a mechanism to reduce land costs in exchange for affordable housing.

The price of raw land and any necessary improvements is a key component of the total cost of housing. The diminishing supply of land available for residential construction combined with a fairly steady demand for such development has served to keep the cost of land relatively high, particularly in Orange County. High and rapidly increasing land costs in the County have resulted in homebuilders developing increasingly expensive homes in order to capture profits, according to the *1999 Orange County Affordable Housing Strategy*.

#### *Availability of Mortgage and Rehabilitation Financing*

Under the Home Mortgage Disclosure Act (HMDA), lending institutions are required to disclose information on the disposition of loan applications and the income, gender, and race of loan applicants. This data for Lake Forest was complied by census tract and aggregated to the area that generally approximates the City boundaries. In 1997, a total of 1,713 households applied for mortgage loans to purchase homes in Lake Forest. About two-thirds of the applications were originated (approved by lenders and accepted by applicants) and 13 percent were denied, with the remaining 16 percent of the applications withdrawn, closed for incompleteness, or not accepted by

the applicants (see Table 21). Overall, home purchase loan origination rate (70 percent) in Lake Forest is comparable to that Countywide (68 percent). The City participates in the County Mortgage Credit Certificate (MCC) program, which enables more low and moderate income households to qualify for mortgage financing.

As is typical nationwide, home improvement loans have much a lower origination rate than mortgage loans in Lake Forest. In 1997, 298 households in Lake Forest applied for home improvement loans through private sources such as banks and only 47 percent were originated, lower than the Countywide rate of 56 percent. The denial rate for low-income households was 55 percent, while slightly less than one-third of the applications from moderate and upper income households were denied, indicating a continued need for government assistance in providing home rehabilitation loans. The HMDA data also indicates that the denial rate is highest for the Hispanic applicants at 23 percent, compared to 11 percent for Whites and Asians. However, the number of Hispanic loan applicants was far below that of White applicants.

**Table 21**
**Disposition of Loan Applications**

| Applicant Income | Home Purchase Loans | | | | Home Improvement Loans | | | |
|---|---|---|---|---|---|---|---|---|
| | Total Appl'ns | % Originated | % Denied | % Other | Total Appl'ns | % Originated | % Denied | % Other |
| Lower Income (0-80% MFI) | 267 | 66% | 16% | 18% | 63 | 27% | 55% | 17% |
| Moderate Income (81-120% MFI) | 482 | 72% | 14% | 15% | 93 | 50% | 31% | 18% |
| Upper Income >120% MFI) | 891 | 71% | 10% | 18% | 138 | 54% | 27% | 19% |
| Not Available | 73 | 55% | 11% | 3% | 4 | 50% | 1% | -- |
| Total | 1,713 | 70% | 13% | 16% | 298 | 47% | 35% | 18% |

Source: Home Mortgage Disclosure Act (HMDA)data for 1997. Tabulated with the Centrax software.

### 3.5.2 Governmental Constraints

Policies of the City can have an impact on the price and availability of housing in the City. Land use controls, site improvement requirements, building codes, fees, and other local programs to improve the overall quality of housing may serve as a constraint to housing development. The following public policies can affect overall housing availability, adequacy, and affordability.

### *Land Use Controls*

The Land Use Element of the Lake Forest General Plan and corresponding zoning provide for a full range of residential types and densities dispersed throughout the City. The Lake Forest Land Use Element has designated almost half of the total land inventory for residential uses, including single-family homes, multi-family units, mobile homes and group quarters. Residential densities in Lake Forest cover a wide spectrum, including the following categories:

1. Very-Low Density (up to 2 units/acre);
2. Low Density (Up to 7 units/acre);
3. Low-Medium Density (Up to 15 units/acre);
4. Medium Density (Up to 25 units/acre);
5. High Density (Up to 43 units/acre).

In addition to these residential categories, the Lake Forest General Plan has also established the El Toro Planned Community area. The business area located on the southeast side of El Toro Road along both sides of the railroad tracks has developed over time with a variety of commercial and industrial uses that would benefit from more precise study and planning for housing and infrastructure to serve those uses.

There is also a Mixed-Use designation, which provides opportunities for mixtures of commercial, office and residential uses in the same building, on the same parcel of land, or within the same area. Residential use is allowed when developed in conjunction with commercial and/or office development and a maximum density of 25 dwelling units per net acre of land is allowed.

### *Residential Development Standards*

Prior to incorporation, development in Lake Forest was governed by Orange County. The City assumed the responsibility of development review upon incorporation and has adopted the Orange County Zoning Code, which provides for a full range of residential types and densities as depicted in Table 22.

The Zoning Code contains parking standards for single- and multi-family uses. Two spaces are required for every single-family unit. For multi-family units, the requirements vary based on the number of bedrooms in the unit: 0-1 bedrooms (1.5 spaces); 2 bedrooms (2 spaces); 3+ bedrooms (2.5 spaces/du + ½ space for each bedroom in excess of 3). In addition, two-tenths (0.2) guest parking space per dwelling unit must be provided. For a multi-family unit, only one of the parking spaces is required to be covered. Projects with five or more units, or second units are not required to have covered parking.

Currently, the City is developing its own development code, allowing the City to comprehensively evaluate its development standards for appropriateness.

## Table 22
## Lake Forest Development Standards

| General Plan Designation and Corresponding Zoning District | Area | Height | Site Cover-age | Distance Between Principal Structures | Area Per Unit | Setbacks From Street | | | Setbacks From Property Line | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Front | Side | Rear | Front | Side | Rear |
| **General Plan - Very Low Density (0-2 du/ac)** | | | | | | | | | | | |
| Estates (E1) | 1 acre min. | 35 ft. max. | 35% max. | - | - | 45 | 20 | 50 | - | 20 | 50 or D |
| Residential Hillside Estates (RHE) | 10,000 sf min. | 35 ft. max. | 35% max. | - | - | 10 | 8 | 25 | - | 8 | 25 or D |
| Small Estates (E4) | 10,000 sf min. | 35 ft. max. | 35% max. | - | - | 30 | A | 25 | - | A | 25 or D |
| Residential Estates (RE) | 20,000 sf min. | 35 ft. max. | 35% max. | - | - | 40 | A | 25 | - | A | 25 or D |
| General Plan - Low Density (2-7 du/ac) | | | | | | | | | | | |
| Single-Family Residence (R1) | 7,200 sf min. | 35 ft. max. | - | - | - | 20 | 5 | 25 | - | 5 | 25 or D |
| Residential, Single-Family (RS) | 7,000 sf min. | 35 ft. max. | - | - | - | 10 | 10 | 10 | - | C | - |
| General Plan - Low-Medium Density (7-15 du/ac) | | | | | | | | | | | |
| Two-Family Residence (R2D) | 7,200 sf min. | 35 ft. max. | 60% max. | - | | 20 | 5 | 25 | - | 5 | 25 or D |
| General Plan - Medium Density (15-25 du/ac) | | | | | | | | | | | |
| Multi-Family Dwellings (R2) | 7,200 sf min. | 35 ft. max. | - | 10 ft. min. | 1,000 sf min. | 20 | 5 | 25 | - | 5 | 25 or D |
| Apartment (R3) | 7,200 sf min. | 65 ft. max. | - | 15 ft. min. | 1,000 sf min. | 20 | B | 25 | - | B | 25 or D |
| Suburban Multi-family Residential (R4) | 7,200 sf min. | 35 ft. max. | - | 15 ft. min. | 3,000 sf min. | 20 | 5 | 25 | - | 5 | 25 or D |
| General Plan - High Density (25-43 du/ac) | | | | | | | | | | | |
| Residential-Professional (RP) | 7,200 sf min. | 35 ft. max. | - | - | 3,000 sf min. | 20 | 5 | 25 | 20 | 5 | 25 |

A. 10% of average ultimate net width of building site - maximum 20 feet.
B. 5 feet; add 1 foot for each additional story over 2.
C. 10 feet on 1 side only or 10 feet total of 2 sides combined.
D. In computing the depth of a rear setback from any building where such setback opens on an alley, private street, public park or public beach, one-half of the width of such alley, street, park or beach may be deemed to be a portion of the rear setback, except that under this provision, no rear setback shall be less than 15 feet.

Source: City of Lake Forest Zoning Ordinance.

## *Provisions for a Variety of Housing Types*

Lake Forest has adopted the Orange County Zoning Ordinance which makes available adequate sites through appropriate zoning and development standards to encourage the development of a variety of housing types for all income levels. The following paragraphs describe the provisions for these types of housing.

### Multi-Family Rental Housing

Multiple-family housing comprises about 26 percent of the total housing units in Lake Forest. The Lake Forest General Plan provides for multi-family rental housing in the Medium Density and High Density residential districts.

### Mobile Homes/Manufactured Housing

The City provides for mobile or manufactured homes within its residential zone districts if they are compatible with other permitted uses in their district. The mobilehome installation must comply with the site development standards for a single-family dwelling in the applicable zoning district. The units must also be installed on a permanent foundation in compliance with all applicable building regulations and Title 25 of the California Health and Safety Code. The City currently has about 1,200 mobile home units in four mobile home parks.

### Second Units

The Orange County Zoning Ordinance also permits a second residential unit or "Granny" flat on the same lot, where a single-family unit exists on a parcel zoned for such purposes. A use permit is required for this use and structure. The City plans to adopt a Second Unit Ordinance consistent with State requirements to expand affordable housing opportunities, particularly for seniors.

### Transitional Housing and Emergency Shelters

The City has provided funding to Saddleback Community Outreach to purchase three condominiums in Lake Forest to provide transitional housing facilities within the City. The County of Orange Zoning Ordinance permits these types of facilities under its community care facility designation. Facilities serving 7 to 12 persons, except for large family day care homes, are permitted in any area zoned for residential or agricultural uses subject to the issuance of a use permit by the Planning Commission.

### *Development and Planning Fees*

The Building Industry Association of Southern California conducted an intensive survey in November 1999 of land development fees imposed by all jurisdictions located in Orange County. Jurisdictions participating in the survey were asked to identify fees in the context of a hypothetical 50-home detached subdivision. The survey included permit processing and capital facilities fees. Capital facility fees, however, are omitted in this discussion, as they are established by special districts which are not subject to local government discretion. Table 23 provides a summary of residential development fees for Lake Forest as well as the cities of Laguna Hills, Irvine, and Mission Viejo for comparative purposes.

The City of Lake Forest charges various fees and assessments to cover the cost of processing permits and providing certain services and utilities. In the City of Lake Forest, applicants deposit a certain amount of money for various processing procedures. The City charges the applicant an hourly fee for services from the deposit amount. As illustrated in Table 6, environmental processing fees vary by area, with Lake Forest charging fees that are similar to Mission Viejo, but far less than the City of Irvine. Lake Forest's planning fees appear to be in the middle range when compared to those of surrounding communities.

Through the housing policies and programs, the City monitors residential fees to assess their impact on housing costs and to ensure fees reflect the actual costs of processing.

## Table 23
## Development Fee Schedule

| Fee Category | Cost Per Unit (unless indicated) | | | |
|---|---|---|---|---|
| | City of Laguna Hills | City of Lake Forest | City of Irvine | City of Mission Viejo |
| ENVIRONMENTAL (Deposit amount) | | | | |
| · Initial Determination | Deposit | $5,000 | N/A | N/A |
| · Environmental Review | Deposit | N/A | N/A | N/A |
| · EIR Processing | Deposit | $5,000 | $30,000 | $5,000 |
| PLANNING | | | | |
| · General Plan Amendment | Deposit | $6,500 deposit | $12,000 deposit | $5,000 deposit |
| · Zone Change | $3,000 deposit | $5,500 deposit | $12,000 deposit | $5,000 deposit |
| · Tentative Tract Map | $2,500 deposit | $5,500 deposit | $4,000 deposit | $4,500 deposit |
| · Site Plan Review | $3,000 deposit | $3,500 deposit | $7,000 deposit | $3,300 |
| BUILDING | | | | |
| · Building | $1,807 | $1,645.80 | $692 | $1,376 |
| · Plan Check | $1,175 | $1,074 | $44 | $224 |
| · Electrical | $22.50 | $91.10 | N/A | Incl. in fee above |
| · Mechanical | $22.50 | $109.90 | N/A | Incl. in fee above |
| · Plumbing | $22.50 | $129.80 | N/A | Incl. in fee above |
| ENGINEERING & SUBDIVISION | | | | |
| · Final Tract Map | N/A | $1,028 deposit | $225 | $99 |
| · Sewer | N/A | $3,598 deposit | N/A | N/A |
| · Water | N/A | $1,028 deposit | N/A | N/A |
| · Storm Drain | $13 | $231 | N/A | $25 |
| · Street | $239 | $1,028 deposit | N/A | $386 |
| · Grading | $131 | N/A | $296 | $110 |
| CAPITAL FACILITIES & CONNECTIONS | | | | |
| · Water | N/A | N/A | $59 | N/A |
| · Sewer | N/A | N/A | $59 | N/A |
| · Sanitation District Annex | N/A | N/A | $2,360 | N/A |
| · Drainage | N/A | N/A | N/A | N/A |
| · Transportation Corridor | N/A | N/A | $2,725 | $2,399 |
| OTHER FEES | | | | |
| · School Facilities | $4,600 | $1.39/sq. ft. | N/A | $4,988 |
| · Fire Facilities | N/A | $61 | N/A | N/A |
| · Library Fee | N/A | $205 | N/A | N/A |
| · Transportation Fee | N/A | $444 | N/A | N/A |
| · Development Agreement | $3,000 deposit | N/A | N/A | N/A |

Source: *BIA Land Development Fee Survey*, 1999.

### *Building Codes and Enforcement*

Building Codes regulate the physical construction of dwellings and include plumbing, electrical and mechanical divisions. The purpose of the Building Code and its enforcement is to protect the public from unsafe buildings and conditions associated with construction. The City of Lake Forest has adopted the Uniform Building Code. This code is considered to be the minimum necessary to protect the public health, safety and welfare. No local amendment to the code has either been initiated or approved which would directly affect housing standards or processes. The Building Code adopted by Lake Forest is similar to those used by other local governments, and therefore does not pose any special constraints on the production or cost of housing. The local enforcement of this codes does not add significantly to the cost of housing.

### *Local Processing and Permit Procedures*

The evaluation and review process contributes to the cost of housing in that holding costs incurred by developers are ultimately manifested in the unit's selling price. The City of Lake Forest contracts out all of its permit processing duties and the cost of these services are minimal. The City continues to provide expedited processing for projects and utilizes consultant services to ensure this level of service is maintained.

For complete development projects submitted to the City for review, the normal time for staff review and a public hearing before the Planning Commission is six to eight weeks. This includes application for conditional use and site development permits. Applicants are encouraged to meet with staff early in the design process to discuss potential concerns. Once the applicant has submitted an application, the plans are reviewed for completeness, and if complete, they are sent to various departments (fire, building, public works, etc.) for review. Approximately one month after the application is submitted, the applicant will receive the City's comments. The applicant then has the opportunity to revise the plans and resubmit to the City for final plan check. The application then goes to public hearing and the Planning Commission makes the final decision on the proposal.

The Planning Commission's approval is final unless appealed to the City Council. If appealed, the processing time for the project may increase by about four weeks. Tract maps are required to be approved by the City Council and will require approximately an additional 3-4 weeks to process.

### *State Tax Policies and Regulations*

#### Proposition 13

Proposition 13, a state initiative which limits increases in property taxes except when there is a transfer of ownership, may have increased the cost of housing. The initiative forced local governments to pass the costs of providing infrastructure, facility, and services directly to new development, resulting in a probable increase in housing price.

#### Federal and State Environmental Protection Regulations

Federal and state regulations require environmental review of proposed discretionary projects (e.g., subdivision maps, use permits, etc.). Costs resulting from the environmental review process are also added to the cost of housing and are passed on to the consumer. These costs include fees charged by local government and private consultants needed to complete the environmental analysis, and from delays caused by the mandated public review periods. However, the presence of these regulations help preserve the environment and ensure environmental safety to Lake Forest residents.

### 3.5.3 Environmental Hazards/Constraints

Lake Forest is subject to the following environmental hazards and infrastructure constraints. The geology and soils of the area present constraints upon development due to the presence of potentially active fault zones in the region, which present related slope stability issues.

#### Seismic Hazards

The City is likely to experience ground shaking associated with the active and potentially active seismic faults in the surrounding area. Earthquakes create two types of hazards: primary and secondary. Primary seismic hazards include ground shaking, ground displacement and subsidence and uplift from earth movement. These events can, in turn, produce the following secondary hazards: ground/slope failure, liquefaction, seiching and dam failure. The risk of damage due to ground rupture during an earthquake is minimal because of the absence of active faults in the City.

#### Slope Stability - Landslides and Subsidence

The western portion of the Planning Area is relatively flat and urbanized while the northeastern portion contains steep slopes and is primarily in a natural state. Therefore, stability of natural slopes in the northeastern portion of the City is a concern. Slope failure from ground shaking could occur on some of the hillsides in the Planning area.

#### Flooding

Four surface water streams traverse the area and have the potential for flooding. A flood control system has been constructed to direct runoff away from developed areas and prevent flooding. There is currently an inundation map to guide development in areas that would be affected by dam failure.

#### Infrastructure

Another factor adding to the cost of new construction is the cost of providing adequate infrastructure: major and local streets; curbs, gutters, and sidewalks; water and sewer lines; and street lighting; which is required to be built or installed in new development. In most cases these improvements are dedicated to the City, which is then responsible for their maintenance. The cost of these facilities is eventually passed on to the homebuyer or property owner in the form of higher prices for new homes. An extensive infrastructure system is already in place within the Lake Forest City limits. Water and sewer lines are relatively new and in good condition, and can accommodate additional development proposed under the General Plan. No major infrastructure deficiency exists in the City.

## 3.6 Housing Opportunities

### 3.6.1 Availability of Sites for Housing

This section evaluates the potential additional residential development which could occur in Lake Forest under current General Plan and zoning. The adequacy of this residential sites inventory will be compared to the Regional Housing Needs Allocation (RHNA) for Lake Forest as determined by SCAG.

#### *Vacant Sites*

The Lake Forest General Plan identifies only three remaining vacant sites for new residential development within the City limits, totaling 24 acres. The following summarizes the development potential on these sites, and is quantified in Table 24.

**Table 24**
**Lake Forest Residential Site Inventory**

| Residential Designations | Gross Acres in City | | Remaining Vacant Sites in City | |
|---|---|---|---|---|
| | Acres | Units | Acres | Units |
| Very Low Density (0-2 du/ac) | 0.0 | 0 | 0.0 | 0 |
| Low Density (2-7 du/ac) | 2,148.5 | 11,096 | 6.0 | 30 |
| Low-Medium Density (7-15 du/ac) | 834.7 | 6,820 | 0.0 | 0 |
| Medium Density (15-25 du/ac) | 142.3 | 2,504 | 18.0 | 353 |
| High Density (25-43 du/ac) | 19.2 | 614 | 0.0 | 0 |
| TOTAL | 3,144.7 | 21,034 | 24.0 | 383 |

Site #1 encompasses approximately 6 acres and is designated for Medium Density residential development, permitting densities up to 25 units/net acre. A total of 109 units can be accommodated on Site #1.

Site #2 is the Saddleback Ranch Apartment site (23151 Los Alisos Boulevard), which is designated for Medium Density Residential uses under the General Plan. Currently, 305 multi-family units are located on the site and 6.7 acres of the site is designated as Regional Park/Open Space. An estimated 12 net acres of this site is vacant and available for housing. Assuming an average density of 20 units/acre, this vacant acreage could support approximately 244 multi-family units. The actual number of units on this property may well exceed this based on the 25 units/acre permitted.

Site #3 is a 6-acre vacant site designated for Low Density Residential development, allowing up to 7 units/acre. An estimated 30 single-family dwelling units can be accommodated on this site.

MCAS El Toro has served as a significant constraint to residential development in a large portion of the City. While the Air Station closed in mid-1999, it is premature to determine whether a commercial airport or non-aviation land use will replace MCAS El Toro, and whether residential would be an appropriate land use in the area.

The City's Sphere of Influence also contains large acreage of land suitable for residential development. The City will pursue annexation of the Sphere of Influence to provide additional housing opportunities for existing and future residents. An estimated 6,100 housing units can be accommodated on the residentially zoned properties within the City's Sphere of Influence.

As indicated, Lake Forest currently has only three remaining vacant residential properties with a development potential of 383 net new units. Residential densities for these sites range from low to medium density residential. Lake Forest has a 1998-2005 Regional Housing Needs Allocation (RHNA) of 183 units. Forty-two single-family homes were constructed in 1999, leaving a remaining RHNA of 141 units. Lake Forest has sufficient zoned residential land to address the RHNA.

#### *Second Units*

Intensification of development in existing residential areas can also occur through the addition of "second units" on single-family lots. Second units, or "granny flats" as they are commonly known, are dwelling units constructed on the same parcel on which the primary single-family unit is located. Second units provide a cost effective means of serving additional development through the use of existing infrastructure, and provide affordable housing for lower income households.

The City has adopted the Orange County Zoning Ordinance which includes provisions for second units. The City plans to adopt its own ordinance in 2001 which will reflect the state requirements to facilitate and regulate the development of second units. Second units are permitted on any residentially zoned lot which contains a single-family dwelling.

### 3.6.2 Availability of Public Services and Facilities

As a highly urbanized community, public services and facilities are available to facilitate development throughout the City. Almost all of the land designated for residential use are served by sewer lines, water lines, streets, storm drains, telephone, electrical and gas lines.

### 3.6.3 Residential Development Potential Compared with Regional Housing Needs

As shown in Table 25, the RHNA (November 1999) prepared by SCAG has identified a future housing need for Lake Forest of 183 units to be developed during the 1998-2005 period. Housing

developed as of January 1998 can be credited towards the RHNA for the 1998 - 2005 period. This includes 42 new single-family homes constructed in 1999. Based on the sales prices, these units are affordable to upper income households only. Thus, these 42 units are subtracted from the identified upper income need of 76 units, resulting in a final requirement of 34 housing units for upper income households in Lake Forest. The residential analysis for vacant sites provides an estimated development potential of 383. This would indicate that Lake Forest has adequate sites to accommodate the overall regional housing growth need.

The State Department of Housing and Community Development (HCD) uses the following development density and affordability guidelines:

- Very Low Income - 25 units per acre
- Low Income - 18 units per acre
- Moderate Income - 8 units per acre

Given that housing units affordable to lower income households should also be affordable to moderate income households, the excess lower income housing development potential is more than adequate to compensate for the shortage of moderate income housing sites. The 73 units required for very-low income households can also be accommodated under the 353 potential units for lower income households. These units are in areas designated for medium density which allows for 15 to 25 dwelling units per acre. This density is within the HCD development density and affordability guidelines for very low income households (25 units per acre) as described above. Therefore, the City's residential site inventory is adequate to accommodate the City's share of regional housing needs for the different income groups.

**Table 25**
**Summary of Residential Sites Compared to Regional Housing Needs**

| Income | Share of Regional Housing Needs (RHNA) | Development Potential on Vacant Sites | Units Built Since 1/98 | Remaining Housing Need[1] |
|---|---|---|---|---|
| Very Low Income (25 units/acre) | 73 | | 0 | 73 |
| Low Income (18 units/acre) | 7 | 353 | 0 | 7 |
| Moderate Income (8 units/acre) | 27 | | 0 | 27 |
| Upper Income | 76 | 30 | 42 | 34 |
| Total | 183 | 383 | 42 | 141 |

Source: Share of Regional Housing Needs, SCAG, November 1999.

1. Since January 1998 there were 42 single family homes constructed, which can be subtracted from initial requirement of 76 units for upper income households.

## 3.7 Fair Housing

The City of Lake Forest contracts with the Fair Housing Council of Orange County in order to establish, maintain, and further fair housing choices. The City is committed to achieving equal housing opportunities through the administration of local, state, and federal programs. The Fair Housing Council provides a wide range of fair housing services to community residents. These services include:

- Serving as a fair housing resource for the area, including implementation of an affirmative fair housing marketing plan, testing and complaint verification;
- Responding to all citizen complaints regarding violation of fair housing laws;
- Providing tenant-landlord counseling to all inquiring citizens;
- Promoting community awareness of tenant landlord rights and responsibilities;
- Monitoring housing legislation and reporting to the City;
- Reporting monthly on complaint processing; and
- Maintaining a free rental listing service of affordable housing within the City of Lake Forest.

As part of this Consolidated Plan update, the City has also conducted an Analysis of Impediments to Fair Housing Choice to assess the barriers that exist in both the public and private sectors for providing equal housing opportunities.

## 3.8 Community Development Needs

The following section of the needs assessment describes the City's CDBG eligible non-housing community development needs, including: economic development; infrastructure improvements; community facilities; and community services. Specific services and facilities related to seniors and youth are addressed as separate categories.

The discussion of needs is based on input from a 1995 *Community Development Needs Survey*, as well as input received from a recent consultation workshop conducted by the City for local community service and housing providers. Participants of the consultation workshop indicated that the greatest community need was for transitional housing and supportive services, and childcare services. The primary concern among all service providers was the need for affordable housing. With rent increases in the range of 15 to 17 percent, lower income households are faced with spending far greater than 30 percent of their income on rental costs in Lake Forest.

### 3.8.1 Economic Development

During the late 1980s and early 1990s, California suffered an economic recession that was slow in recovery. Natural disasters, defense budget cuts, military base closures, and loss of aerospace and other high-wage industries to other states such as Arizona and Nevada, all contributed to a stagnant economic climate and growing unemployment in California. Only in recent years has the State economy begun to recover. As of July 1999, the unemployment rate for the County was 3.1 percent as reported by the State Employment Development Department (EDD). In July of 1993, the State EDD measured the County's unemployment rate at 7.4 percent.

Overall, Lake Forest had a smaller proportion of lower income households and households living below the poverty level. The 1990 Census indicated an estimated 3 percent of the City's population living in poverty, well below the County's 9 percent in poverty. Factors contributing to this "below poverty" population include local disinvestment, inadequate jobs skills training, the presence of seniors on fixed incomes, and shortage of affordable childcare which prevents single-parents from joining the workforce.

Respondents of the 1995 Survey ranked the need for different economic development activities as follows:

| Economic Development Needs | Average Response |
|---|---|
| Job Creation | 3.01 |
| Business Support Services | 2.79 |
| Employment Training | 2.77 |
| Commercial Rehabilitation | 2.67 |
| Neighborhood-Based Small Business Uses | 2.36 |

Comments from service providers at the 1999 workshop and survey indicated that job creation/training and financial assistance to small businesses, such as micro-enterprise loans, are needed in the community.

## *Private Programs*

### Chamber of Commerce

The South Orange County Chamber of Commerce represents and promotes businesses in the area, including members in Lake Forest. The Chamber provides information and referrals for businesses which are relocating to south Orange County and Lake Forest and represents the interests of member businesses. Every spring, the Chamber conducts Business Fairs, for which business parks provide parking lots and streets. The Chamber is developing business retention strategies as well.

### Elwyn, Inc.

California Elwyn, located in Fountain Valley, provides rehabilitation, vocational training, and care to people who are challenged by physical and mental disabilities and who desire greater independence by realizing their economic, social, and employment potential. Elwyn offers services in job development, job matching, work site support services (job coaching), destination training, job modification, counseling, and support.

### South Coast Metro Alliance

The South Coast Metro Alliance is an association which unites retailers, hoteliers, commercial and residential developers, and business leaders in a cooperative marketing program aimed at Southern California residential and business travelers, prospective tenants, consumers, commercial real estate brokers and agents, and tourists. The marketing program includes components which promote interaction with public and private organizations within the community in order to continually improve the business climate and stimulate economic growth.

### Veteran's Charities of Orange County

This organization provides case management services and assistance with resume creation and employment search activities.

### Southern California Edison (SCE)

SCE offers a Business Retention Program to companies in southern California. Program services include site selection assistance, shared resources, environmental consulting, energy efficiency services, and financial incentives.

### South County Senior Services

South County Senior Services provides counseling, employment, referrals, food and supply distribution, job training, and housing to senior, disabled, and very low income persons in Lake Forest.

### Educational Institutions

Through its Job Placement Center, Saddleback Community College (SCC) helps students with career planning and job placement. The Center teaches a class on career planning and also maintains a list of part-time jobs available in the area. The Vocational Department at the college operates a certificate program. Under this program, businesses can have the college establish a certificate program which will train students for a particular job. Businesses must commit to hiring persons going through the program. The UC Small Business Administration assists small companies with training, financing, and advocacy.

## *Public/Private Partnerships*

### The Orange County Private Industry Council (OCPIC)

OCPIC seeks to bring private sector resources and expertise to assist individuals in achieving economic self-sufficiency and to meet the employment needs of local communities. OCPIC consists of business, industry, labor and community leaders working together to provide training and employment to eligible Orange County residents who are unemployed or underemployed. The federal Job Training Partnership Act (JTPA) of 1982 funds OCPIC training programs and employment services.

## *City Programs*

### Lake Forest Strategic Plan for Economic Development

The City has recently hired an Economic Development Manager and is in the process of developing a long-range economic development plan in order to promote business retention, expansion and attraction. Programs being considered include an action plan to promote the successful integration of home-based businesses into the residential and business communities of Lake Forest. In addition, a targeted marketing and sales campaign is being addressed to attract businesses that enhances employment opportunities for the City.

### Redevelopment Agency

The Lake Forest Redevelopment Agency focuses on revitalization as well as job creation and retention. Authority over the El Toro Redevelopment Project Area was recently transferred from the Orange County Redevelopment Agency to the Lake Forest Redevelopment Agency. The City has initiated work on a Specific Plan for El Toro Road which will include new commercial and business uses. The Agency also initiated activities to revitalize the El Toro and Rockfield Commercial District, improving one of the City's main thoroughfares and gateways.

### Micro Loan Program

The City is in the process of developing a micro-loan program to be funded through CDBG. This program will utilize a revolving loan fund to provide assistance to businesses which create or retain jobs for low and moderate income individuals. Approximately $157,000 in FY 2000/01 CDBG funds will be allocated to this program.

## County Programs

### Orange County Small Business Development Center

The Center provides referrals, information/publications, training, business consulting, financial consulting, and technical assistance to small and medium sized businesses. The Center seeks to help businesses function more efficiently, enhance profitability, and contribute to the vitality of the County's business community. Services are provided at no charge.

## State Programs

### California Trade and Commerce Agency - Team California

The California Trade and Commerce Agency is the Governor's business development agency and implementing agency for "Team California," a business retention and attraction program. The Agency offers support in the areas of small business development centers, permit assistance, business development, and environmental assistance.

### State of California Employment Development Department (EDD)

EDD offers recruitment assistance and employment services to employers, an automated job match system, assistance with seasonal hirings and grand openings. In addition, EDD will attend employer orientation sessions to review and process applications that meet Job Tax Credit program criteria and will interview and pre-screen applicants.

## Federal Programs

### JTPA Programs

The Job Training Partnership Act (JTPA) of 1982 set aside federal funds to train unemployed and underemployed Americans. There are six JTPA Employment and Training offices offering free employment training and retraining services in Orange County. At the centers, case managers screen for eligibility, assess to determine appropriate services, and make referrals to training and education providers, as well as assist with job search and supportive services. JTPA funds a variety of programs. Eligibility varies for each program, and which include the Older Workers Program, Dislocated Worker Program, On-The-Job Training, Summer Youth Employment Training Program, Youth Employment Program, and various Vocational programs. On July, 1 2000 JTPA legislation will be replaced by the Workforce Investment Act in order to consolidate the administration of job training and employment services. Future funding is required to be at least 90 percent of current levels although actual funding amounts are based on economic conditions in the area.

### 3.8.2 Infrastructure Improvements

The 1995 Survey respondents rated the relative importance of infrastructure improvements as follows:

| Infrastructure Needs | Average Response |
|---|---|
| Street Improvements | 2.91 |
| Flood Prevention and/or Drainage Improvements | 2.66 |
| Garbage/Trash Removal | 2.62 |
| Water System improvements | 2.47 |
| Sewer Improvements | 2.39 |

While infrastructure improvements are CDBG-eligible activities, expenditure of CDBG funds on such improvements can only take place in income-eligible areas. The CDBG program defines income eligibility in Lake Forest as any block group or census tract with 26.7 percent or more of its population earning incomes less than or equal to 80 percent of the Area Median Family Income.

The City has a five-year Capital Improvement Plan (CIP) and seven-year Strategic Plan in which improvements have been identified. Over the next five years, CDBG funds have been identified as a funding source for infrastructure improvements. The City recently completed the Rockfield underground utility improvement project with CDBG funds.

#### *Street Improvements*

The 1995 Survey respondents ranked street improvements as a higher priority than any other infrastructure need. However, respondents ranked street improvements and infrastructure needs in general lower than many of the other needs categories. The City's Public Works Department is responsible for maintenance of the local street system, including all sidewalks, curbs and gutters, and the local in-street storm drain facilities. The Department is also responsible for street construction not otherwise completed by developers or through improvement districts.

#### *Flood Prevention/Drainage Improvements*

Survey respondents ranked flood prevention and/or drainage improvements as the second most important infrastructure need.

Orange County Flood Control District (OCFCD) oversees regional flood control in the County. The City of Lake Forest maintains facilities in the City, while OCFCD owns and maintains a number of flood control facilities in the Sphere of Influence and surrounding area.

### Garbage/Trash Removal

Waste Management of Orange County, Inc. provides trash collection services to the City and delivers waste outside of the Lake Forest to Orange County landfills. Sunset Property Services provides street sweeping services one time per month. Under normal working conditions, the sweeping day is the first working day following trash-pickup on a particular street.

The City has in the past used CDBG funds to sponsor neighborhood clean up days to improve neighborhood conditions. This includes general neighborhood clean-up of yards, garages, trash pick-up, painting and landscape planting.

### Sewer System Improvements

The 1995 Survey respondents rated sewer improvements as the least important of the five infrastructure needs.

The Los Alisos Water District and El Toro Water District provide wastewater treatment and reclaimed water to the City of Lake Forest. Los Alisos Water District, which serves the majority of the City (including Low/Moderate Income Census Tract 524.1) indicates that there are no deficiencies in the sewer infrastructure in its Lake Forest service area and that the District has no plans for future improvements in the low and moderate income area.

El Toro Water District, which provides water and sewer services to the eastern edge and the southeast corner of the City (including Census Tract 320.14) indicates that there are no known deficiencies in sewer services. The District has no current plans for sewer improvements. In the event of redevelopment or any deficiencies, the District would prepare plans for improvements.

Irvine Ranch Water District, and Trabuco Canyon Water District treat wastewater and supply potable water to the Lake Forest Sphere of Influence.

### Water System Improvements

Los Alisos Water District and El Toro Water District provide water to the City of Lake Forest. The Los Alisos Water District indicates there is no deficiency in the water system and that it has no plan for water system improvements at this time. There is no known deficiency in the water system provided by El Toro Water District.

Overall, the District's facilities are reliable and there are no serious deficiencies in the system. As redevelopment occurs, specific deficiencies may be identified that will require replacement of existing facilities and/or installation of new facilities. However, the general priority for use of CDBG funds for water system improvements is low; other funding sources are typically used to provide for water system improvements.

### 3.8.3 Community Facilities

The 1995 Survey respondents ranked the need for community facilities as follows:

| Community Facility Needs | Average Response |
|---|---|
| Youth Centers | 3.21 |
| Parks and Recreational Facilities | 2.84 |
| Child Care Centers: Preschool, Daycare | 2.70 |
| Senior Citizens Centers | 2.65 |
| Centers for the Disabled | 2.52 |
| Health Care Facilities | 2.15 |
| Parking Facilities | 2.02 |
| Other Neighborhood/Community Facilities | 2.01 |

#### *Youth Centers*

Survey respondents rated youth centers as the highest community facilities needs and as the highest community development need overall. While all of the City's recreation centers provide recreation and athletic activities for people of all ages, including children and youth, there is no designated youth center in the City.

#### *Parks and Recreation Facilities*

The City of Lake Forest Recreation Division of the Management Services Department 17 park sites covering approximately 120 acres. Table 26 shows existing parks and recreation facilities. Three community parks within the City offer destination-oriented recreation opportunities: El Toro II Community Park; Serrano Creek Equestrian Center; and Lake Forest Golf Course. El Toro II Community Park, which is adjacent to the CDBG low and moderate income target area, is dedicated to organized field sport activities. The remaining City parks are smaller neighborhood-oriented parks providing informal recreation opportunities to residents. These parks comprise approximately 85 percent of total City parkland. Extensive County and State parks are located in close proximity to the City of Lake Forest.

The Saddleback Valley Unified School District Recreation Department presents a variety of quality programs and services to meet leisure and recreation needs of Lake Forest and Mission Viejo.

The County of Orange owns and maintains many regional recreational parks. Local County parks include Limestone/Whiting Wilderness Park, Heritage Hill Historical Park and O'Neill Regional Park. Cleveland National Forest, located to the east of the City, offers additional recreational opportunities.

In addition, there are recreation trails available to residents. The City's trail system includes pedestrian and bike trails within open space corridors and along regional trails. The County of Orange also maintains a coordinated system of trails in the City area. They include bikeways, hiking trails, and equestrian trails.

### *Centers for the Disabled*

While there is no dedicated center for the disabled in the City of Lake Forest, there are various programs which serve disabled residents, as described in the Community Service Needs section. In addition, the Dayle McIntosh Center for the Disabled is located in nearby Laguna Niguel.

**Table 26**
**Existing City Parks and Recreational Facilities**

| Name | Location | Acres | Facilities |
|---|---|---|---|
| Cavanaugh Mini Park | 23782 Cavanaugh Rd. | 0.2 | Play apparatus and ½ court basketball |
| Cherry Park | 22651 Cherry Ave. | 4.5 | Play apparatus, ½ court basketball, open play area, picnic shelter, individual & group picnic tables and barbecue grills |
| Darrin Park | 22461 Cherry Ave. | 3.1 | Play apparatus, ½ court basketball, open play area, individual picnic tables and barbecue grills |
| El Toro Park I | 23701 Los Alisos Blvd. | 10 | Volleyball courts, handball courts (outdoor), and lighted tennis courts |
| El Toro Park II | 25420 Jeronimo Rd. | 12.4 | Lighted Little League fields, lighted soccer fields and restrooms |
| Heritage Hill Historical Park (County Facility) | | | Open space, historic buildings, educational programs, picnic tables, restrooms and maintenance structure |
| Lake Forest Park | 24000 Serrano Rd. | 2.3 | Picnic tables, hiking trail and passive open space |
| Mountain View Park | 4061 Dylan St. | 5.3 | Softball field, ½ court basketball, play apparatus, volleyball courts, handball courts, lighted tennis courts, open play area, picnic table and barbecue |
| Montbury Park | 21962 Montbury Dr. | 3.5 | Passive open space |
| Normandale Park[1] | Regency Lane | 10.0 | |
| Pebble Creek Park | 26441 Pebble Creek Rd. | 1.9 | Play apparatus and passive open space |
| Pittsford Park | 21701 Pittsford Dr. | 10 | Play apparatus, picnic tables picnic shelter and tennis courts |
| Rancho Serrano Park | 20842 Pasco Sombra | 5.1 | Picnic tables and passive open space |

[1] General Plan Amendment 97-01, dated December 22, 1997.

**Table 26**
**Existing City Parks and Recreational Facilities**
**(Continued)**

| Name | Location | Acres | Facilities |
|---|---|---|---|
| Ranchwood Park | 22500 Killy St. | 1.9 | ½ court basketball, play apparatus, volleyball court, and open space |
| Regency Park | Regency Lane /Osterman Rd. | 8.5 | Turfed play area; City holding bond for future improvements |
| Rimgate Park | 29772 Rimgate | 5 | ½ court basketball courts, play apparatus, grass volleyball court, tennis court, picnic tables, picnic shelter and passive open space |
| Serrano Creek Park | 25101 Serrano Rd. | 44 | Equestrian center, play apparatus and picnic tables |
| Sundowner Park | 22041 Sundowner Lane | 0.8 | Play apparatus, picnic tables and passive open space |
| Village Pond Park | 23102 Ridge Route Dr. | 4.7 | Play apparatus, picnic tables, pond and passive open space |
| Vintage Park | 21000 Vintage St. | 4.8 | Basketball courts, play apparatus, parcourse, open play area, picnic tables and barbecues |
| Whispering Hills | Lake Forest | 6.4 | |
| TOTAL ACRES | | 144.4 | |

Source: RJM Design Group Inc., Lake Forest General Plan. Updated 1999.

### *Health Care Facilities*

The South County Community Clinic Mobile Medical Van serves the Lake Forest area community with well child care, immunizations, pap smears, routine adult physicals, TB testing, and health education. The clinic accepts Medi-Cal and Medical Services for the Indigent and has a sliding scale fee schedule.

### *Parking Facilities*

The Lake Forest General Plan and the General Plan Environmental Impact Report cite City policies with regard to parking. The City will seek to reduce on-street parking to allow for greater traffic flow and will require sufficient off-street parking for all development in order to ensure adequate parking supply and minimize aesthetic impacts to the community.

### *Other Community Facilities*

According to the Lake Forest General Plan, the community desires a centralized community center. The General Plan states that the City intends to build a community center in coordination with a large park and sports facility. The City will pursue a study to identify and evaluate possible sites for a community center within the City.

### *Accessibility of Community Facilities*

Persons who are physically disabled, including blindness, and persons who suffer from brain impairments due to diseases or resulting from birth defects, often face accessibility issues.

The Americans with Disabilities Act (ADA), which went into effect July 1991, provides comprehensive civil rights protection to persons with disabilities in the areas of public accommodation, employment, state and local government services, and telecommunications. The design, implementation, and maintenance of all park facilities must comply with ADA; persons of all abilities must have the opportunity to participate in recreation activities. The City's Recreation and Resources Element of the General Plan outlines City plans for ADA compliance.

Respondents to the Community Development Needs Survey ranked accessibility needs in the following order:

| Accessibility Needs | Average Response |
|---|---|
| Park and Recreational Facilities | 2.77 |
| Public Buildings | 2.72 |
| Health Facilities | 2.62 |

Making improvements in public facilities in compliance with ADA, as well as providing pedestrian ramps along City streets and sidewalks are eligible CDBG activities. However, all improvements to meet ADA compliance have been completed, therefore, no improvements are requested over the next five years.

### 3.8.4 Community Services

The 1995 Survey asked respondents to rate the need for a variety of community services. The results are presented below:

| Community Service Needs | Average Response |
|---|---|
| Crime Awareness | 3.32 |
| Youth Services | 3.27 |
| Senior Services | 2.89 |
| Child Care Services | 2.80 |
| Transportation Services | 2.78 |
| Handicapped Services | 2.63 |
| Substance Abuse Services | 2.61 |
| Health Services | 2.40 |
| Tenant/Landlord Counseling | 2.21 |
| Fair Housing Services | 2.15 |

#### *Anti-Crime Programs*

The Relocation Crime Lab Index provides crime rates for a city relative to the national average of all the cities in its database. A value of 100 indicates an exact average, while a value of 200 indicates that a city has twice the crime rate of the average city. Lake Forest has an index of 20, indicating that it has only one-fifth the crime rate of the average city and is a very safe community. A variety of crime prevention/awareness programs are being operated in Lake Forest to maintain the City as one of the safest community in the County.

| Crime Category | Annual Crimes Per 100,000 People |
|---|---|
| Robberies | 50 |
| Rapes | 7 |
| Homicides | 0 |
| Aggravated Assaults | 161 |
| Motor Vehicle Thefts | 184 |
| Crime Lab Index | 20 |

Source: website at www2.homefair.com/calc/crime_res

The City contracts with the Orange County Sheriff's Department to provide law enforcement services. The South Orange County Sheriff's Substation in Laguna Niguel serves Lake Forest. The City expanded police services by adding a bicycle patrol unit which patrols shopping centers, bicycle trails, City parks, railroad property and other areas where services are needed. A community

policing center is located in the CDBG target area, and the City plans to locate a second center in the annexation area.

#### Gang Awareness

Saddleback Valley Unified School District (SVUSD) and the Sheriff's Department of Orange County work cooperatively to implement gang awareness and gang prevention programs. Gang prevention includes the following programs: Project YES!; Peer Assistance Leadership (PAL) classes; Quest Skills for Growing; and Quest Skills for Adolescence. These programs are described under Youth Programs.

#### Neighborhood Watch Program

Over 40 Neighborhood Watch Groups are active in Lake Forest. They are on alert for and report crime or suspicious activity in their neighborhoods.

#### Business Watch Program

The Business Watch Program, modeled after Neighborhood Watch, is a crime-deterring program which encourages business owners and employees to be on alert for themselves and for their fellow businesses.

#### We Tip Program

The City participates in the We Tip program through a contract with the Orange County Sheriff's Department. As part of the program, the City purchases signs, stickers, and brochures for use in educating residents on crime fighting. We Tip provides 24-hour telephone service to take anonymous information on major crimes. We Tip pays rewards of up to $1,000 and shares information with local, state, and federal agencies.

#### Zero Tolerance

Saddleback Valley Unified School District (SVUSD) has joined the Orange County Chiefs' and Sheriff's Association and the South Orange County Chambers of Commerce in taking a Zero Tolerance stand for safe schools. The Zero Tolerance stand states that a student possessing weapons or illegal substances will be expelled from school with no exceptions.

### *Youth Services*

Youth services were ranked the second highest community service priority and the second highest priority overall in the 1995 Survey.

#### Afterschool Activity Club Playgrounds

The City of Lake Forest Recreation Division sponsors the Afterschool Activity Club Playgrounds, a free drop-in recreation program for elementary school children grades K through 6. Recreation staff conduct a variety of age appropriate activities, based on weekly themes. Programs are offered at Gates Elementary and Olivewood Elementary Schools, both of which are in the CDBG low and

moderate income target areas. All activities are conducted outside and are subject to cancellation in the event of poor weather conditions.

### Community Services Programs, Inc.

Community Services Program provides emergency shelter and crisis intervention to runaway and potentially homeless youth and their families. The Shelter in Laguna Beach serves youths from Lake Forest.

### Gang Prevention and Suppression Services

In December, 1993, Lake Forest City Council approved an agreement with the County of Orange and the City of Mission Viejo to fund the cost of one Deputy Probation Officer to provide Gang Prevention and Suppression Services. The City of Lake Forest contributes 25 percent of the cost of the officer. The Program seeks to encourage the coordination of the City, law enforcement, schools, and probation officers. Programs for youth include prevention programs, counseling, job referrals, and probation supervision.

### Project YES!

The Orange County Department of Education implements the Project YES! Anti-gang curriculum at El Toro High School and at Serrano Intermediate School.

### Peer Assistance Leadership (PAL) Classes

The Orange County Health Care Agency and the Orange County Department of Education sponsor PAL classes which specialize in peer assistance which addresses risk behaviors.

### Quest Skills for Growing

Quest International and Lions Club International conduct Quest Programs at the elementary schools in Lake Forest. Quest focuses on important life skills and citizenship in addition to drug prevention, and other issues.

### Quest Skills for Adolescence

Quest Skills for Adolescence offers a program at Serrano Intermediate School on the harms of drugs, training in refusal skills against negative peer pressure, and an emphasis on values such as service to other, respect for family, and honesty.

### Toughlove

Toughlove is a non-profit support group for families troubled by unacceptable teenage behavior which offers free weekly meetings. Toughlove offers meetings for parents where they receive peer support and learn strategies, skills, and attitudes to work with their children. Meetings for teenagers, conducted by professionals, help youth to gain insight into their attitudes and teach behavior control skills.

## *Senior Services*

In general, service needs of the elderly include: adult day care, basic needs and resources, crime/victim and legal services, education services, employment and training, emergency services, financial aid and benefits, health information and services (inpatient and outpatient), housing services, in-home services, mental health services, protective and placement services, and transportation services. The elderly in the City of Lake Forest have access to programs which operate either in the City or in neighboring jurisdictions, including South County Senior Services and Senior Shared Housing Program. The service and housing providers indicated that there is a lack of transportation for seniors. OCTA operates the ACCESS program, a door-to-door transport program; however, the program requires making appointments one week in advance.

### Orange County Council on Aging

Supportive services for the elderly are provided, in part, by the Orange Council on Aging. A non-profit referral agency, the Council works to provide the means to independence and well-being for the elderly, to prevent unnecessary institutionalization, to reduce isolation and loneliness, and to ensure quality of life in long-term care facilities. The Council provides services that include housing assistance, health care needs and senior programs.

### Adult Day Care

As previously described under Handicapped Services, adult day care centers provide care for older adults who are physically disabled and who suffer from brain impairments, as well as frail elderly persons who are able to live in their own homes or with family. The centers provide social, intellectual, and physical activity for the client as well as providing respite for the client's caregiver. Adult day care centers help keep clients from having to move into nursing homes and provide an important resource for family members. There are two adult day care centers in the vicinity of Lake Forest: Laguna Hills Adult Day Health Care and Saddleback Valley YMCA Adult Day Care Center in Mission Viejo.

### Lutheran Social Services, Christian Neighbors Program

Lutheran Social Services of Southern California enables elderly residents to remain in their homes as long as possible through the Christian Neighbors Program. The Program provides transportation and escort support, limited respite care, minor home repair and maintenance, counseling, and friendly visiting to the frail elderly and other disabled person in Lake Forest.

### Meals on Wheels

Meals on Wheels provides hot and cold meals for elderly persons who are unable to make or to afford nutritious meals. The provision of Meals on Wheels allows older residents to live independently instead of entering a board and care home. The Laguna Hills Senior Center and the Norman P. Murray Senior Center in Mission Viejo provide Meals on Wheels services to older residents in Lake Forest.

## Child Care

Respondents ranked childcare services as the fourth most important community service need and as the ninth priority community development need overall. Child care services and centers were rated as a high priority need level by almost all of the participants at the consultation workshop.

Affordability of child care services is particularly a concern for lower income households. Overall, the cost of infant care is substantially higher than the costs for other age groups. Often, a low income household would need to spend over 30 percent of their income on child care if they have an infant. A few agencies in the County provide affordable child care for lower income residents. However, the number of subsidized child care slots is typically significantly below the need.

### Creative Playtime

Creative Playtime is designed to provide the environment, guidance, experience, and materials which will give a feeling of belonging, pleasure, and a sense of accomplishment to children ages three to five years. In Lake Forest, the Program is located at Aliso Elementary School. Children attend either two or three days for half days.

### The Learning Connection (SVUSD)

TLC offers children in kindergarten through sixth grade a structured program to develop social, mental, and physical abilities. TLC centers are located at each elementary school campus in Lake Forest. The centers provide childcare from 7:00 A.M. to 6:00 P.M. daily on school days.

### The Learning Express Preschool

The Learning Express Preschool provides quality day care with directed activities through an age-appropriate readiness program. Children must be toilet trained and three years of age upon registration. The preschool is located at Cordillera Elementary School.

## Transportation Services

Public transit in Lake Forest is provided by the Orange County Transit Authority (OCTA).

While the survey identified transportation services as a medium priority service need, low-cost transportation services for the elderly and disabled are needed. Other social service organizations who provide transportation to the frail elderly, disabled and needy families include Lutheran Social Services (Christian Neighbors Program) and Saddleback Community Outreach.

## Handicapped Services

Adult Day Care centers provide care for older adults who are physically disabled and who suffer from brain impairments. The Centers provide social, intellectual, and physical activity for the client as well as providing respite for the client's caregiver. There are two Adult Day Care Centers in the

Vicinity of Lake Forest: Laguna Hills Adult Day Health Care, and Saddleback Valley YMCA Adult Day Care Center in Mission Viejo. The Dayle McIntosh Center in Laguna Niguel also provides services for the disabled.

South County Senior Services provides counseling, employment, referrals, food and supply distribution, job training, and housing to disabled persons in Lake Forest. Lutheran Social Services of Southern California provides the Christian Neighbors Program, which enables disabled residents to remain in their homes. The program provides transportation and escort support, limited respite care, minor home repair and maintenance, counseling, and friendly visits to the frail elderly as well.

### *Substance Abuse Services*

The National Council on Alcoholism and Drug Dependence of Orange County (NCADD) provides referrals to programs offering substance abuse services. In addition, NCADD conducts programs for persons convicted of Driving Under the Influence (DUI) of alcohol or drugs. In addition, the Orange County Health Care Agency supports a Substance Abuse counselor who works with the students at El Toro High School. In addition, Toughlove International offers materials and programs to families and teenagers concerning cocaine use. 1999 surveys from local service providers indicated a high need for substance abuse services, particularly as a means to prevent homelessness.

### *Health Services*

Saddleback Community Outreach, located in Laguna Hills, provides medical prescriptions to needy families in Lake Forest. The South County Community Clinic Mobile Medical serves the Lake Forest area community with well child care, immunizations, pap smears, routine adult physicals, TB testing, and health education. The clinic accepts Medi-Cal and Medical Services for the Indigent, and has a sliding scale fee schedule.

The Dayle McIntosh Center in Laguna Niguel provides peer counseling, advocacy, housing assistance, information and referral, independent living skills train, and attendant recruitment for the disabled. The City has also allocated funds to Camino Health Center for the provision of health services, including primary health care for indigent persons at the clinic, as well as a mobile medical unit that comes to Lake Forest twice weekly.

### *Fair Housing and Tenant/Landlord Counseling*

The provision of fair housing services is a mandated activity under the HUD regulations for the CDBG program. The City contracts with the Fair Housing Council of Orange County to provide a variety of fair housing and tenant/landlord services, including:

- Mediation of tenant/landlord disputes;
- Monitoring for and investigation of complaints of discrimination;

- Maintenance of a free listing of available housing;
- Conducting community education and awareness seminars on tenant/landlord rights and responsibilities; and
- Provision of an affirmative fair housing education counseling and mediation program.

An estimated 2,500 residents will be assisted in each of the five Consolidated Plan years.

Lake Forest

# Circulation Element

General Plan

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# INTRODUCTION

The Planning Area is well served by a diverse circulation system. While the San Diego Freeway has served the area for many years, the Foothill Transportation Corridor is now in operation and will provide additional freeway access. A railroad extends through the Planning Area and a commercial airport is located approximately ten miles to the west. Established transit service provides alternative transportation opportunities and many of the Planned Communities were developed with pedestrian, bicycle and equestrian trails.

The Circulation Element guides continued development of the circulation system to support planned growth. The anticipated development pattern, as identified in the Land Use Element, will increase the demand for local and regional roadways. This element establishes acceptable roadway service levels and identifies improvements required to maintain the service levels. The use of other transportation modes such as transit, walking, bicycling and riding is promoted to reduce the demand for transportation system improvements and improve air quality.

## PURPOSE OF THE CIRCULATION ELEMENT

The purpose of the Circulation Element is to provide a safe, efficient and adequate circulation system for the City. State planning laws requires:

> "...a circulation element consisting of the general location for proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element plan."

To meet these objectives, the Circulation Element addresses the circulation improvements needed to provide adequate capacity for future land uses. The Element establishes a hierarchy of transportation routes with specific development standards described for each roadway category.

The state General Plan Guidelines (Section 65302) recommends that the circulation policies and plans should:

1. Coordinate the transportation and circulation system with planned land uses;

2. Promote the efficient transport of goods and the safe and effective movement of all segments of the population;

3. Make efficient use of existing transportation facilities; and,

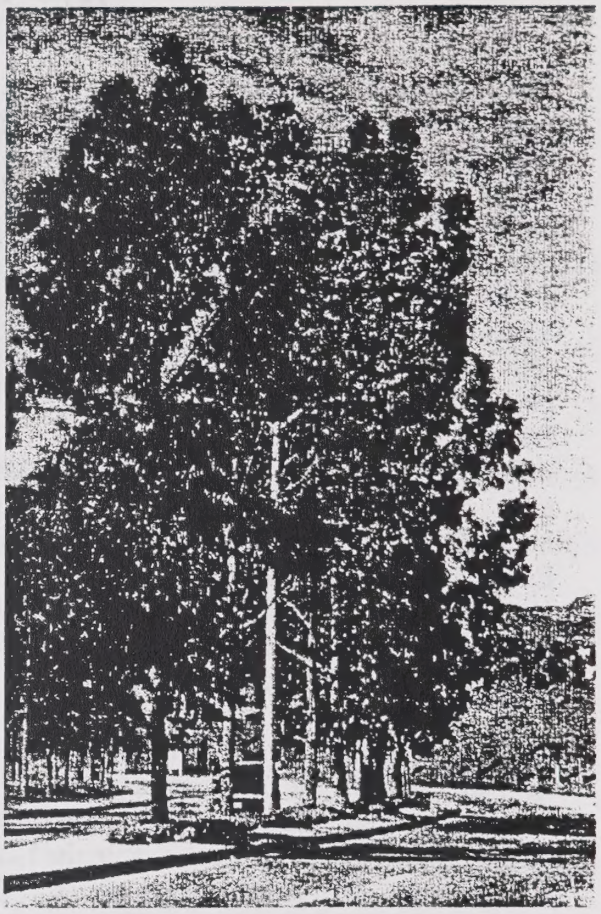
4. Protect environmental quality and promote the wise and equitable use of economic and natural resources.

The guidelines indicate that the Circulation Element should address all facets of circulation including streets and highways, transportation corridors, public transit, railroads, bicycle and pedestrian facilities and commercial, general and military airports. The Lake Forest Circulation Element fulfills state requirements with a strategy to provide effective circulation facilities supporting desired community development. State law also requires the Circulation Element to address public utilities. The Lake Forest General Plan contains a Public Facilities/Growth Management Element that discusses the provision of utilities.

## SCOPE AND CONTENT OF THE ELEMENT

This element contains goals and policies to improve overall circulation in the Planning Area. For vehicle transportation, a hierarchical roadway network is established with designated roadway types and design standards. The roadway type is linked to anticipated traffic levels and acceptable levels of service are established to determine when capacity improvements are necessary. Because local circulation is linked with the regional system, the element particularly focuses on participation in regional programs to alleviate traffic congestion and construct capacity improvements. Alternative transportation modes are also emphasized in the element to reduce dependency on the automobile and thereby improve environmental quality.

The Circulation Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Circulation Plan. In the Issues, Goals and Policies section, major issues pertaining to the transportation system are identified, and related goals and policies are established. The goals are overall statements of the City desires and are comprised of broad statements of purpose and direction. The policies serve as guides for planning circulation improvements to accommodate anticipated population growth, maintaining acceptable service levels while development occurs, promoting alternative transportation modes, and coordinating with local and regional jurisdictions to phase regional transportation facilities. The Circulation Plan explains how the goals and policies will be achieved and implemented. The Arterial Highway Plan and service levels are located in the Plan. Specific implementation programs are contained in the General Plan Implementation Program.



## RELATED PLANS AND PROGRAMS

Several transportation plans prepared by the County focus on the regional transportation system. Strategies to handle anticipated traffic levels from future regional development are discussed. Other plans have also been prepared to locate future routes for mass transit including light rail and conventional buses. Plans and programs related to the Circulation Element include the following:

### County of Orange Master Plan of Arterial Highways (MPAH)

The MPAH forms part of the Orange County General Plan and designates the arterial system in the circulation element of the General Plan. Defined according to specific arterial functional classifications, the MPAH serves to define the intended future road system for the County. Cities within the County are expected to achieve consistency with the MPAH in individual General Plan circulation elements. The Lake Forest Circulation Plan is consistent with the MPAH.

### Foothill and Eastern Transportation Corridor Plans

The Foothill Transportation Corridor (FTC) and the Eastern Transportation Corridor (ETC) are two of three major transportation corridors planned for Orange County. The Corridors are operated as toll facilities until the construction costs are paid. The FTC serves Lake Forest and crosses the central portion of the Planning Area.[1] The 30-mile FTC is located inland of, and parallel to the Santa Ana (I-5) Freeway. The FTC begins at the east leg of the Eastern Transportation Corridor approximately three miles northwest of Lake Forest, continues south past Lake Forest Drive, El Toro Road, Oso Parkway, and Ortega Highway and will connect to Interstate 5 south of San Clemente when completed. The east leg of the ETC extends from the San Diego Freeway at the current termination of the Laguna Freeway to an intersection with the west leg of the ETC in the City of Orange.

### South Coast Air Quality Management District Air Quality Plan

South Coast Air Quality Management District (AQMD) is a regulatory body responsible for improving air quality in the South Coast Air Basin. Of primary importance to transportation is Regulation 15, which requires Transportation Demand Management (TDM) strategies and programs for companies with more than 100 employees. These TDM strategies and programs are aimed at increasing the average number of persons per vehicle arriving during the morning peak period. The Circulation Element identifies TDM strategies and other AQMD circulation programs to be implemented in Lake Forest.

### County of Orange Congestion Management Plan

With the passage of the gas tax increase (Proposition 111) in June 1990, it became a requirement that urbanized areas such as Orange County adopt a Congestion Management Program (CMP). The goals of the CMP are to reduce traffic congestion and to provide a mechanism for coordinating land use development and transportation improvement decisions. For the most part, the Orange County CMP is a composite of local agencies' submittals in which each local jurisdiction develops the required data in accordance with the guidelines established by the Orange County Transportation Authority (OCTA). The OCTA compiles the data and submits the results to the Southern California Association of Governments (SCAG) for a finding of regional consistency. Two Lake Forest arterials, El Toro Road and Trabuco Road west of El Toro Road, are components of the Congestion Management Plan system.

[1] General Plan Amendment 00-01, dated May 2, 2000.

**County of Orange Growth Management Plan (Measure M)**

In November 1990 voters approved Measure M, the Revised Traffic Improvement and Growth Management Ordinance, which authorized the imposition of a one-half percent sales tax to fund needed transportation improvements. To be eligible to receive funds, local jurisdictions must satisfy a variety of requirements as set out in the Orange County Local Transportation Authority (LTA) Ordinance No. 2. Included in these requirements are the need to adopt a traffic circulation plan consistent with the MPAH, adopt and adequately fund a local transportation fee program, satisfy maintenance requirements, adopt a Growth Management Element, and adopt a seven year capital improvement program that includes all transportation projects funded partially or fully by Measure M funds. The Lake Forest Public Facilities/Growth Management Element fulfills the Measure M requirements for the Growth Management Element while the Circulation Element provides roadway service and improvement standards.

**County of Orange Master Plan of Scenic Highways**

The County General Plan includes a Scenic Highway Master Plan which designates certain highways as scenic routes. With this designation, specific guidelines are given for enhancing the scenic amenities of these facilities. Arterials subject to the plan in the Planning Area include Santiago Canyon Road and El Toro Road between Santa Margarita Parkway and Live Oak Canyon Road.

**County of Orange Master Plan of Countywide Bikeways**

Also part of the Countywide General Plan, the Master Plan of Countywide Bikeways designates various classes of bike routes throughout the County. One of the primary considerations is to provide continuity throughout the County and to provide a consistency between Countywide and local jurisdiction bikeway plans. The Circulation Element contains a bikeway plan that utilizes the County classification system and links to County routes.

**Los Angeles/San Diego Corridor Commuter Rail Action Plan**

This is one component of the overall rail plan for the Southern California area, and seeks to provide increased commuter train service along the Los Angeles/San Diego corridor with designated stops at various locations between the two cities. No stops have been identified in the Lake Forest Planning Area.

**Countywide Rail Study (CRS)**

The Orange County Transportation Authority is also evaluating the regional rail system through its Countywide Rail Study. This study is assessing congested traffic corridors and identifying rail and bus enhancements to the existing transportation system.

**Metrolink**

Metrolink is a commuter rail service operated by the Southern California Regional Rail Authority, a joint powers authority comprised of five county agencies. SCRRA currently operates three round trips on the Orange County line which utilizes the right-of-way that is owned by OCTA and traverses the City of Lake Forest. Multiple stops during the morning and evening commuting period are provided at stations located in Irvine and San Juan Capistrano, the two stations nearest Lake Forest.

This corridor is also referred to as the LOSSAN (Los Angeles to San Diego) Corridor. Other operators along this corridor include Amtrak, providing intercity passenger service from San Diego to Los Angeles and Santa Barbara; and the Atchison, Topeka and Santa Fe Railway Co. (Santa Fe), who, as the

previous owner of the right-of-way, maintains a permanent use easement for the operation of freight service along this corridor.

The LOSSAN Corridor has been federally designated as a high speed rail corridor, and the California High Speed Rail Commission will consider the implementation of high speed rail services along this corridor.

**Foothill Circulation Phasing Plan (FCPP)**

The purpose of the Foothill Circulation Phasing Plan adopted by the County of Orange in 1987, is to ensure that new development in the Foothill Area is balanced with improvements to the regional road network. The FCPP provides a quantitative link between the phasing of future residential development and road improvements. The FCPP consists of a financing plan for a phased construction program which is tied to an approved schedule of residential development. Lake Forest is located in the Foothill Area and is subject to the FCPP.

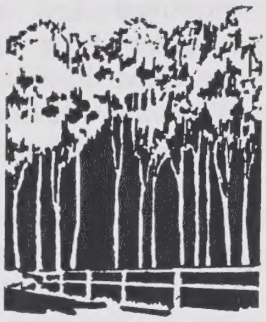
## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

According to state planning law, the Circulation Element must be independent but consistent with the other General Plan Elements. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs, and achievement of community goals. The Circulation Element relates most closely to the Land Use, Recreation and Resources, and Public Facilities/Growth Management Elements.

The Land Use and Circulation Elements are inextricably linked: The planned development identified in the Land Use Element is the basis for determining future road improvements. The circulation policies and plans ensure that existing transportation facilities will be improved and new facilities will be constructed to adequately serve traffic generated by planned development. An efficient circulation system is a critical factor for diversifying and expanding local economic activities. In addition, the Circulation Element promotes alternative transportation modes to minimize the regional impacts of planned local development.

The Circulation Element provides for a trail system that accommodates bicycles, pedestrians and equestrian riders. Trails for these uses will connect with recreational areas and support the City recreational goals identified in the Recreation and Resources Element. In addition to promoting bicycle and pedestrian transportation, the Circulation Element promotes the use of public transit. Alternative transportation modes will help achieve the air quality goals identified in the Recreation and Resource Element. The policies and plans in the Circulation Element also support the local and regional transportation goals established in the Public Facilities/ Growth Management Element.

# ISSUES, GOALS AND POLICIES



Six major issues are addressed by the goals, policies and implementation actions of the Circulation Element. These major issues include: (1) supporting the development of regional transportation facilities; (2) providing a suitable system of City roadways; (3) increasing the use of public transit and non-vehicular modes of travel; (4) ensuring the existence of convenient and suitable parking for vehicles; (5) improving the efficiency of the transportation system and controlling demands on the system; and (6) identifying and utilizing sources of funding for transportation system improvements. Each issue and the related goals, policies and implementing actions are identified and discussed in the following section.

## INTERCITY AND REGIONAL TRANSPORTATION

Transportation in Lake Forest is directly related to an overall transportation network for the region. Planning for the needs of the community necessarily includes recognition of the related transportation needs and planning efforts of the surrounding county, region and state. With that recognition is the need for the City to actively monitor transportation planning and development in the surrounding area.

**GOAL 1.0: Support for the development of an efficient network of regional transportation facilities.**

**Policy 1.1:** Support the completion of the Orange County Master Plan of Arterial Highways.

**Policy 1.2:** Work closely with adjacent jurisdictions and transportation agencies to ensure that development projects outside Lake Forest do not adversely impact the City or other providers of public facilities and services in the Lake Forest planning area.

**Policy 1.3:** Monitor rail travel programs including the Urban Rail System and the Commuter Rail (Metrolink) System.

## LOCAL TRANSPORTATION ROUTES

Safe and convenient access to activities in the community are provided by a well-designed local roadway system. That system serves the community's primary need for mobility and includes a planned hierarchy of roadways to meet that need.

**GOAL 2.0: A system of roadways in the community that meets local needs.**

**Policy 2.1:** Provide and maintain a City circulation system that is in balance with planned land uses in Lake Forest and surrounding areas in the region.

**Policy 2.2:** Coordinate improvements to the City circulation system with other major transportation improvement programs, such as the Foothill Circulation Phasing Plan and improvement to the San Diego Freeway (I-5).

**Policy 2.3:** Improve the Lake Forest circulation system roadways in concert with land development to ensure adequate levels of service.

## TRANSIT, BICYCLE, PEDESTRIAN AND EQUESTRIAN FACILITIES

Public transportation offers an option to the traditional use of an automobile for traveling

within and outside of the community. Non-vehicular methods or modes of travel, such as bicycling or walking, can reduce demands on the roadway system where appropriate facilities exist to foster those modes. Together, public transportation and non-vehicular modes of travel provide important alternatives to travel by automobile.

**GOAL 3.0: Increased use of public transportation.**

**Policy 3.1:** Promote the provision of public transit facilities within areas of major development.

**Policy 3.2:** Encourage the provision of additional regional public transportation services and support facilities, such as park-and-ride lots near the San Diego Freeway (I-5) and the Foothill Transportation Corridor.

**Policy 3.3:** Encourage the provision of special transit services in Lake Forest.

**Policy 3.4:** Promote access and public transit service between Lake Forest and regional-serving transportation centers.

**GOAL 4.0: Promotion of non-vehicular modes of travel.**

**Policy 4.1:** Promote the provision of non-vehicular circulation within Lake Forest.

**Policy 4.2:** Provide and maintain a non-vehicular component of the Lake Forest overall circulation system that supports bicycles, equestrians, and pedestrians and is coordinated with those of other service districts in Lake Forest and with adjacent jurisdictions.

**Policy 4.3:** Improve pedestrian access from neighborhoods to commercial areas.

## PARKING

Convenient and well-designed parking facilities are an important component of the City roadway system because they provide suitable vehicle storage areas at work, shopping and recreation destinations. Proper parking area design can also allow for short distance travel of vehicles from one property to another without impacting the public street system.

**GOAL 5.0: Convenient and suitable parking facilities for motorized and non-motorized vehicles.**

**Policy 5.1:** Require sufficient off-street parking for all land uses and maximize the use of parking facilities in Lake Forest.

**Policy 5.2:** Eliminate the use of on-street parking on identified arterial streets where maximum traffic flow is desired.

**Policy 5.3:** Promote the provision of access between the parking areas of adjacent properties along arterial roadways to improve overall traffic flow.

## TRANSPORTATION SYSTEM AND DEMAND MANAGEMENT

Transportation System Management (TSM) and Transportation Demand Management (TDM) methods are included in an overall strategy to improve transportation. These methods can improve system effectiveness and provide relief from increasing demands for more improvements to transportation facilities.

**GOAL 6.0: Maximized transportation system efficiency.**

**Policy 6.1:** Improve operational measures of the traffic system designed to maximize the efficiency of the system while minimizing delay and congestion.

**Policy 6.2:** Improve intersection capacity at key intersections to improve traffic flow.

**Policy 6.3:** Support the implementation of employer Transportation Demand Management (TDM) provisions of the Southern California Air Quality Management District's Regulation 15 of the Air Quality Management Plan and the Congestion Management Program (CMP), and participate in regional efforts to implement TDM requirements.

## TRANSPORTATION FINANCING

Adequate funding must be available to finance needed improvements to the transportation system. Overall system improvements will rely upon several different sources of funding to meet the expected demands for expansion and enhancement of transportation facilities.

**GOAL 7.0: Utilization of various financing methods to improve the overall transportation system.**

**Policy 7.1:** Utilize available financing methods and sources of funding to make necessary improvements to the overall transportation system in Lake Forest.

**Policy 7.2:** Ensure that new development in Lake Forest associated with the Foothill Circulation Phasing Plan meets the commitments for improvements described by the Plan.

**Policy 7.3:** Maintain the transportation standards required to qualify for revenue from the Congestion Management Plan and the Revised Traffic Improvement and Growth Management Ordinance (Measure M).

## RELATED GOALS AND POLICIES

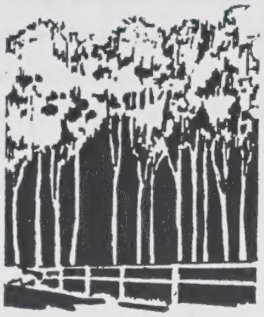
The goals and policies described in the Circulation element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Circulation Element. These supporting goals and policies are identified in Table C-1.

# TABLE C-1
# CIRCULATION
# RELATED GOALS AND POLICIES BY ELEMENT

| Circulation Issue Area | Related Goals and Policies by Element | | | | | |
|---|---|---|---|---|---|---|
| | Land Use | Housing | Circulation | Recreation and Resources | Safety and Noise | Public Facilities/ Growth Management |
| Intercity and Regional Transportation | 3.3 | 1.5 | | 7.1, 7.2, 7.7 | 2.5 | 7.1, 9.1, 9.2 |
| Local Transportation Routes | 3.1, 3.3, 4.2 | 1.5 | | 7.4, 7.7 | 2.5, 5.1, 5.2, 6.1 | 7.1 |
| Transit, Bicycle, Pedestrian and Equestrian Facilities | | 1.5 | | 1.1, 1.3, 1.7, 7.3, 7.6, 7.7 | | 7.1 |
| Parking | 3.1 | | | | | |
| Transportation System and Demand Management | 3.1, 4.2 | | | 7.1, 7.2, 7.3, 7.7 | | 7.1 |
| Transportation Financing | 2.1 | | | | | 7.1 |

[1] General Plan Amendment 96-01, dated October 29, 1996.

# CIRCULATION PLAN



The Planning Area is supported by a diverse circulation system with vehicle, transit, pedestrian, bicycle and equestrian linkage. The local system connects with the larger regional system and operation of the two systems is interdependent. This section of the element establishes the Circulation Plan. The Plan summarizes the approach to ensure safe and convenient operation of the circulation system and identifies improvements required to accommodate traffic from planned development.

Vehicle transportation is presently the primary mode and an Arterial Highway Plan is established with hierarchical roadway designations, physical design standards for the roadway designations, and service standards. The Arterial Highway Plan includes regional arterials and anticipated regional traffic levels. The use of alternative transportation modes is promoted to reduce dependency on automobile transportation.

The Plan is based on the goals and policies identified in the previous section. The Circulation Element Implementation Program, which is part of the General Plan Implementation Program, is an extension of the Circulation Plan and contains specific programs to coordinate planned development with vehicular and non-vehicular circulation improvements.

## INTERCITY AND REGIONAL TRANSPORTATION

Lake Forest and the southern California region have experienced rapid urban growth in the last two decades. The success of existing and future development is in part dependent on the availability of an effective regional transportation system. The system must link localities with outside commerce centers and regional transportation hubs. In addition, the regional circulation system must meet the needs of local residents. Lake Forest is well connected with the regional system. The San Diego Freeway (Interstate 5) extends along the western portion of the Planning Area and provides connection with other regional freeways in Orange County, San Diego County, Los Angeles County and beyond. The Orange County Transportation Authority (OCTA) railroad traverses the central part of the City and a commercial airport is located approximately ten miles to the west.

Portions of the Foothill Transportation Corridor (FTC) recently opened and provide additional freeway access. The FTC travels through the central portion of the Planning Area and provides new regional access for residents and businesses in the central and eastern portions of the Planning Area.[1] As a result of this new freeway, local transportation patterns will change as some traffic using the San Diego Freeway is redirected towards the FTC. In addition, direct access to the FTC will generate new commercial and light industrial development proposals in the central portion of the Planning Area.

[1] General Plan Amendment 00-01, dated May 2, 2000.

Many roadways in the Planning Area serve regional transportation purposes and are part of the Orange County Master Plan of Arterial Highways (MPAH). Because development in the Planning Area could affect operation of MPAH roadways, improvements will be required. The Foothill Circulation Phasing Plan is another plan that identifies transportation facilities for anticipated regional development.

Ensuring adequate circulation for residents and business will require coordination with regional and state transportation planning efforts. Roadways within the Planning Area will be improved in accordance with the MPAH and Foothill Circulation Phasing Plan. Completion of the FTC and improvements to the San Diego Freeway will be monitored to ensure adequate capacity and consistency with planned circulation improvements in the Planning Area. In addition, Measure M requirements will be implemented in the City to further control regional traffic. Application of Measure M requirements is specifically addressed in the Public Facilities/Growth Management Element.

## LOCAL TRANSPORTATION ROUTES

### Roadway Classifications

The arterial roadway system in Lake Forest is defined using a hierarchical classification system. The roadway categories are differentiated by size, function and capacity. There are five basic categories in the hierarchy, ranging from an eight-lane divided roadway with the highest capacity, to a two-lane undivided roadway with the lowest capacity. The categories are summarized below:

**Eight-Lane Divided Roadway**: Typically constructed within a right-of-way width of 140 feet with a curb-to-curb pavement width of 120 feet with no on-street parking allowed. This type of roadway typically carries a heavy volume of traffic, a significant portion of which is regional in nature.

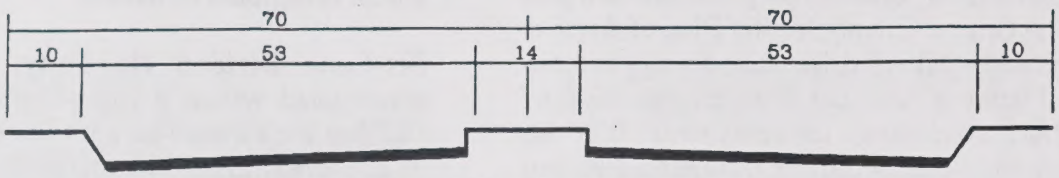
**Six-Lane Divided Roadway**: Typically constructed within a right-of-way width of 120 feet with a curb-to-curb pavement width of 102 feet with no on-street parking allowed. This type of roadway typically carries a significant volume of regional traffic.

**Four-Lane Divided Roadway**: Typically constructed within a right-of-way width of 100 feet with a curb-to-curb pavement width of 84 feet. Regional traffic will typically be less than for a six- or eight-lane roadway, but four-lane divided arterials form an important component of the regional transportation system.

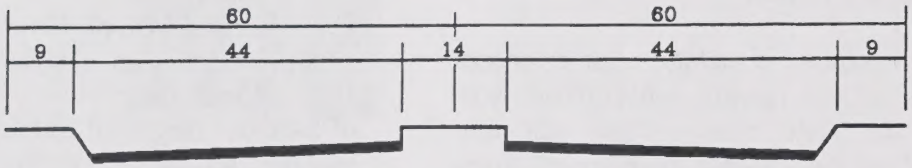
**Four-Lane Undivided Roadway**: Typically constructed within a right-of-way width of 80 feet with a curb-to-curb pavement width of 64 feet. These roadways serve as collectors, distributing traffic between local streets, and four- to eight-lane divided arterials.

**Two-Lane Undivided Roadway**: A local roadway typically constructed within a right-of-way width of 60 feet with a curb-to-curb pavement width of 36 to 40 feet. This category of roadway is designed to provide access to individual parcels in the City. It is generally not included in the Circulation Element unless special circumstances require inclusion for system continuity.

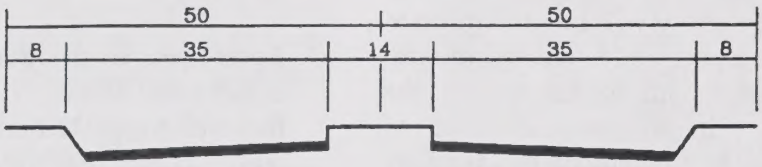
Figure C-1 shows schematic cross sections of each category of arterial roadway. These sections represent desirable standards, but variation in right-of-way width and specific road improvements will occur in certain cases due to physical constraints and/or right-of-way limitations.




Eight-Lane Divided Roadway 140' R/W

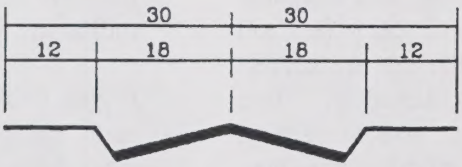



Six-Lane Divided Roadway 120' R/W




Four-Lane Divided Roadway 100' R/W


Four-Lane Undivided Roadway 80' R/W




Two-Lane Undivided Roadway 60' R/W

Lake Forest

General Plan

SOURCE: Austin-Foust Associates

*Figure C-1*
*Typical Cross-Sections*

In particular, the median width in four-, six- and eight-lane roadways will vary according to the area being served, right-of-way constraints and turn lane requirements. Any of the arterial classifications may deviate from the standards where physical constraints exist or where preservation of community character dictates special treatment. Bikeways and sidewalks also affect the specific standards applied to various facilities. Another design consideration is the need to comply with MPAH capacity requirements. The over-riding circulation goal is that all roadways carry the designed volume of traffic at the desired level of service.

**Performance Criteria**

The circulation system must be evaluated to determine if the capacity can adequately handle anticipated traffic levels from planned development. Performance criteria are used to determine service by comparing capacity and projected traffic volumes. Performance criteria have a policy component establishing a desired level of service (LOS), and a technical component specifying how traffic data can be used to measure the achievement of the criteria.

The technical evaluation of the Lake Forest roadway system was conducted with volume-to-capacity (V/C) ratios. V/C ratios are calculated based on existing or future average daily traffic (ADT) volumes and daily capacity values for the various types of arterials. A level of service scale is used to evaluate roadway performance based on V/C ratios. The levels range from "A" to "F", with LOS A representing free flow conditions and LOS F representing severe traffic congestion. Descriptions of traffic flow for the different levels of service are provided in Table C-2.

Various LOS policy standards have been established for evaluating observed traffic conditions, future development plans and circulation system modifications. At the regional planning level, the statewide Congestion Management Plan (CMP) specifies LOS E (V/C ratio less than or equal to 1.00) as the operating standard for roadways on the CMP highway system. Two Lake Forest arterials, El Toro Road and Trabuco Road west of El Toro Road, are included on the CMP highway network. At the county level, the Orange County Growth Management Program (GMP) has established LOS D (V/C ratio less than or equal to .90) as the lowest acceptable level of service.

For the Lake Forest General Plan, level of service is calculated from average daily traffic (ADT) volumes, consistent with long-range planning of this type. This is in contrast to CMP and GMP analyses which use short-range time frames and focus on peak hour volumes at intersections. The performance criteria for evaluating volumes and capacities of the Lake Forest roadway system are summarized in Table C-3. Three LOS levels are specified, one for two-lane and four-lane roadways (LOS C), a second for six-lane and eight-lane roadways (LOS D), and a third for commercial roadways (LOS E).

The commercial qualifier recognizes that the peak hour-to-ADT relationships for commercial uses are different than for other land uses. Most commercial activity occurs after the morning peak hour and is somewhat continuous throughout the remainder of the day. The traffic impacts of commercial use are heavier during the non-peak hours compared to most other land uses. The commercial designation is applied to corridors with significant amounts of commercial use and allows for a higher traffic volume.

## TABLE C-2
## STANDARDS FOR ROADWAY LEVELS OF SERVICE

| LEVEL OF SERVICE | TRAFFIC CONDITIONS | V/C VALUE |
|---|---|---|
| A | Primarily free flow operations at average travel speeds usually about 90 percent of free flow speed. Vehicles can maneuver unimpeded within the traffic stream. Delay at signalized intersections is minimal. | .00 - .60 |
| B | Reasonably unimpeded operations at average travel speeds usually about 70 percent of free flow speed. Ability to maneuver is only slightly restricted and stopped delays are not bothersome. Drivers are not subjected to appreciable tension. | .61 - .70 |
| C | Represents stable operations, however, ability to maneuver and change lanes in midblock locations may be more restricted. Longer queues and/or adverse signal coordination may contribute to lower average travel speeds of about 50 percent of free-flow speed. Drivers will experience some appreciable tension. | .71 - .80 |
| D | Borders on a range in which small increases in flow may cause substantial increases in approach delay, and hence, decreases in arterial speed. Causes range from adverse signal progression, inappropriate signal timing, high volumes, or any combination. For planning purposes, this Level of Service is the lowest that is considered acceptable. Average travel speeds are about 40 percent of free-flow speed. | .81 - .90 |
| E | Characterized by significant approach delays and average travel speeds of one-third of free-flow speed or lower, caused by adverse progression, high signal density, extensive queuing at critical intersections, inappropriate signal timing, or some combination. | .91 - 1.00 |
| F | Characterized by arterial flow at extremely low speeds below one-third to one-quarter of free flow speed. Congestion is likely at critical signalized intersections, resulting in high approach delays. Adverse progression is frequently a contributor to this condition. | Above 1.00 |

Source: Austin-Foust Associates

## TABLE C-3
## CIRCULATION SYSTEM PERFORMANCE CRITERIA

ARTERIAL HIGHWAY SYSTEM PERFORMANCE STANDARDS

Level of Service C - Two-lane and four-lane roadways
Level of Service D - Six-lane and eight-lane roadways
Level of Service E - CMP highways and streets with commercial designations

Levels of service to be determined based on average daily traffic (ADT) volume-to-capacity (V/C) ratios. Level of service (LOS) ranges for ADT V/C ratios are as follows:

| LEVEL OF SERVICE | ADT V/C RATIO |
|---|---|
| A | .00 - .60 |
| B | .61 - .70 |
| C | .71 - .80 |
| D | .81 - .90 |
| E | .91 - 1.00 |
| F | Above 1.00 |

Table C-3 shows the ADT capacities to be used for calculating V/C ratios.
Source: Austin-Foust Associates

Two level of service standards will be used to evaluate City roadways that are neither included on the CMP highway network nor designated as commercial corridors. The LOS D standard for six- to eight-lane divided roadways is consistent with the County GMP standard and applies to heavily traveled roadways with regional traffic. Regional roadways have a mix of daily traffic with a high proportion of vehicles passing through the City. For arterials primarily serving local traffic within the City, a LOS C performance standard is applied. The LOS C standard ensures that efforts are made to achieve traffic levels acceptable to the community.

The daily capacity values in Table C-4 are for calculating roadway V/C ratios. Due to the generalized nature of ADT capacities, the values are typically viewed as general rather than absolute guides for estimating levels of service and sizing the future roadway system.

A more detailed intersection evaluation (using peak hour data) will be carried out for individual projects, as mandated by the County GMP, and the City Public Facilities/ Growth Management Element.

The operation of major roadways will be monitored. As the V/C ratio exceeds the LOS standards, roadway capacity will be expanded by restricting on-street parking, improving signal timing, widening intersections, and adding through and turn lanes. Where the City determines that proposed development projects will cause LOS standards to be exceeded, appropriate mitigation will be required to improve roadways to meet LOS standards.

## TABLE C-4
## ADT CAPACITIES BY ROADWAY TYPE

| TYPE OF ARTERIAL | ADT CAPACITY |
|---|---|
| 8 Lane Divided Roadway | 75,000 |
| 6 Lane Divided Roadway | 56,300 |
| 4 Lane Divided Roadway | 37,500 |
| 4 Lane Undivided Roadway | 25,000 |
| 2 Lane Undivided Roadway | 12,500 |

Source: Austin-Foust Associates

Development proposals and amendments within Planned Communities will be reviewed for consistency with transportation infrastructure and fee requirements established in approved development plans and agreements.

### Relationship to Land Use

Future traffic volumes and highway capacity needs are directly related to future land use. Table C-5 compares 1993 and planned development identified in the Land Use Element, and summarizes corresponding trip generation. Existing daily trip generation for the Planning Area combined is around 380,000 vehicle trips per day. Approximately 56 percent of existing trips is attributed to residential uses, with the remaining 44 percent generated by non-residential uses. Buildout of the planned land uses will generate approximately 898,000 average daily trips, an increase of 136 percent.[1] The traffic increases are primarily due to future development in the northern portion of the Planning Area, with land in the City limits generating approximately 90 percent of the future traffic.[2]

[1]General Plan Amendment 0-01A, dated July 17, 2001.

[2]General Plan Amendment 00-01, dated May 2, 2000.

The proposed Arterial Highway Plan presented in the next section is designed to accommodate the traffic from planned development.

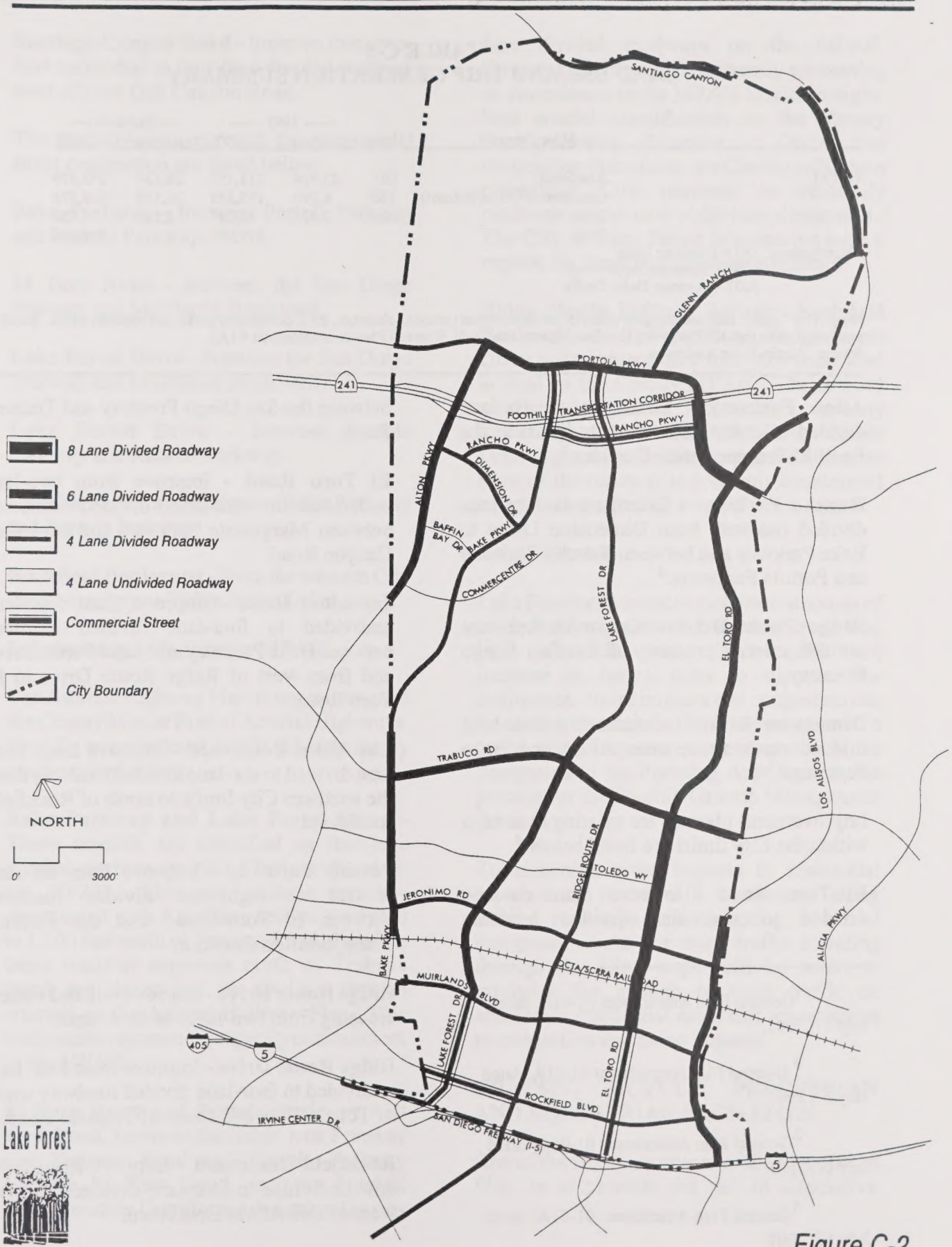
### General Plan Circulation System

The circulation goals and policies emphasize the need for a circulation system capable of serving both existing and future traffic. Maintaining community values and aesthetic character must be balanced with expanding the circulation system. The location, design and constituent modes of the circulation system have major impacts on air quality, noise, community appearance and other environmental resources. The Lake Forest Arterial Highway Plan delineates the planned circulation system.

The plan accommodates anticipated traffic levels and the hierarchical roadway classification system is implemented to avoid community impacts. Figure C-2 illustrates the plan including roadway segments with the commercial street designation.

Future arterials planned within the City limits are listed below:[3]

[3]General Plan Amendment 01-01A, dated July 17, 2001.




Lake Forest

General Plan

SOURCE: Austin-Foust Associates

*Figure C-2*
*Arterial Highway Plan*

## TABLE C-5
## LAND USE AND TRIP GENERATION SUMMARY

| | Land Use Category | Units | 1993 Amount | 1993 ADT | Buildout Amount | Buildout ADT |
|---|---|---|---|---|---|---|
| TOTAL | Residential | DU | 23,924 | 211,156 | 28,134 | 243,379 |
| | Commercial/Office/Industrial | TSF | 6,790 | 135,313 | 32,150 | 609,575 |
| | Other | Acre | 2,322 | 33,227 | 2,586 | 41,452 |
| | Total | | | 379,696 | | 894,406 |

Abbreviations: DU = Dwelling Units
TSF = Thousand Square Feet
ADT = Average Daily Traffic

Note: The "Other" land use category refers to public facilities (schools, churches, etc.), community parks and regional parks. Buildout residential units and ADT adjusted to reflect Annexation 01-01 (General Plan Amendment 01-01A).
Source: Austin-Foust Associates.

**Alton Parkway** - Construct as six-lane divided roadway from the City limits to the Foothill Transportation Corridor.[1]

**Rancho Parkway** - Construct as four-lane divided roadway from Dimension Drive to Bake Parkway and between Rancho Parkway and Portola Parkways.[2]

**Ridge Route Drive** - Construct four-lane divided arterial crossing of the San Diego Freeway.

**Dimension Drive** - Construct a four-land divided roadway between Alton and Bake Parkways.[3]

Improvements planned for existing roadways within the City limits are listed below:[4]

**El Toro Road** - Improve from six-lane divided to eight-lane divided roadway between the San Diego Freeway and Trabuco Road.

**El Toro Road** - Improve from two-lane undivided to six-lane divided roadway between Marguerite Parkway and Live Oak Canyon Road.

**Jeronimo Road** - Improve from four-lane undivided to four-lane divided roadway between Bake Parkway and Lake Forest Drive and from west of Ridge Route Drive to El Toro Road.

**Los Alisos Boulevard** - Improve from four-lane divided to six-lane divided roadway from the southern City limits to north of Rockfield Boulevard.

**Portola Parkway** - Improve from six-lane divided to eight-lane divided roadway between El Toro Road and the Foothill Transportation Corridor.

**Ridge Route Drive** - Improve railroad under-crossing from two-lanes to four-lanes.

**Ridge Route Drive** - Improve from four-lane undivided to four-lane divided roadway south of Toledo Way and south of Trabuco Road.

**Rockfield Boulevard** - Improve from four-lane undivided to four-lane divided roadway west of Los Alisos Boulevard.

[1] General Plan Amendment 01-01A, dated July 17, 2001.

[2] General Plan Amendment 01-01A, dated July 17, 2001.

[3] General Plan Amendment 01-01A, dated July 17, 2001.

[4] General Plan Amendment 01-01A, dated July 17, 2001.

**Santiago Canyon Road** - Improve from two-lane undivided to four-lane divided roadway west of Live Oak Canyon Road.

The roadway segments with the commercial street designation are listed below:

**Bake Parkway** - Between Portola Parkway and Rancho Parkway.

**El Toro Road** - Between the San Diego Freeway and Muirlands Boulevard.

**Lake Forest Drive** - Between the San Diego Freeway and Muirlands Boulevard.

**Lake Forest Drive** - Between Portola Parkway and Rancho Parkway.

**Rancho Parkway** - Between Bake Parkway and Portola Parkway.

**Rockfield Boulevard** - From the western City limit boundary to Ridge Route Drive.

**Relationship with County MPAH**

The Arterial Highway Plan is consistent with the County Master Plan of Arterial Highways. Specific issues related to MPAH consistency are described below.

**Bake Parkway and Lake Forest Drive** - These arterials are classified as four-lane divided roadways north of Trabuco Road on the MPAH. However, each is currently constructed with a six-lane section for 1,000 to 1,500 feet north of Trabuco Road, therefore these roadway segments north of Trabuco Road are designated as six-lane divided arterials on the Arterial Highway Plan. This designation represents a capacity enhancement to the MPAH.

**El Toro Road and Portola Parkway** - El Toro Road, between the Santa Ana Freeway and Trabuco Road and Portola Parkway between El Toro Road, and the Foothill Transportation Corridor are designated as six-lane divided roadways on the MPAH. However, the county is currently processing an amendment to the MPAH to add an eight-lane arterial classification to the County Transportation Element. Once that designation is in place, the County will begin processing City requests to reclassify roadways to the new eight-lane designation. The City of Lake Forest is preparing such a request for these two roadway segments.

**Ridge Route Drive** - Between Rockfield Boulevard and Trabuco Road, Ridge Route Drive is designated as a four-lane undivided arterial on the County MPAH. The divided roadway designation represents a capacity enhancement to the MPAH. Ridge Route Drive is given the divided designation because most of the roadway is presently constructed as a four-lane divided arterial.

**Truck Routes**

Lake Forest experiences moderate amounts of truck traffic generated by commercial and light industrial uses. Truck traffic will increase in future years to support new businesses. Noise impacts and congestion can be caused by truck traffic in urban areas. To avoid such impacts, truck routes will be designated in the Planning Area through the process for the Foothill Growth Management Area.

To minimize noise impacts in residential areas, truck routes will be located along arterial roadways. In adopting a set of designated routes for truck traffic traveling through the City, steps will be taken to minimize the amount of truck traffic on arterials in residential areas that are sensitive to congestion and noise impacts.

## TRANSIT, BICYCLE, PEDESTRIAN AND EQUESTRIAN FACILITIES

One of the key components of the Circulation Plan is to promote the use of alternative

transportation modes such as transit, bicycling, walking and riding. Increasing the use of alternative transportation modes will produce a number of community benefits including reduced traffic, less need for costly roadway improvement projects and improved air quality. Facilities for bicycling, walking and riding provide recreational opportunities as well.

Public bus service is provided by OCTA. An established network of bus routes provides access to employment centers, shopping and recreational areas within the City. As the eastern portion of the City developed and public transit services demand increased for the Foothill Ranch and Portola Hills communities, OCTA has established new bus routes to serve the areas north of Trabuco Road. Figure C-3 indicates the bus routes currently serving Lake Forest. A summary of approximate origin and destination is shown on Table C-6. OCTA continually modifies the bus routes in order to meet the needs of the riders. Station Link is a fleet of special OCTA buses scheduled to meet Orange County Metrolink train commuters at their stations. Station Link buses are commuters' connections to major work, shopping and transit connection to regional transportation centers, such as the Irvine Transportation Center.[1]

[1]General Plan Amendment 01-01A, dated July 17, 2001.


Lake Forest

General Plan

SOURCE: OCTA

*Figure C-3*

*Existing OCTA Transit Routes*

## TABLE C-6
## OCTA BUS SERVICE THROUGH LAKE FOREST[1]

| LINE | ORIGIN/DESTINATION |
|---|---|
| Route 86 | Mission Viejo to Irvine Civic Center via Jeronimo-Barranca-Alton |
| Route 89 | Laguna Beach to Mission Viejo via Laguna Canyon-El Toro |
| Route 177 | Laguna Hills to Foothill Ranch via Los Alisos-Murilands-Lake Forest Drive |
| Route 206 | Irvine to Portola Hills via Bake Parkway-Portola-Glenn Ranch |
| Route 188 | Laguna Hills to Irvine Spectrum via Rockfield-Ridge Route-Trabuco-Alton |

The City will advocate that the planned Urban Rail and Metrolink systems serve the transit needs of Lake Forest through continued coordination with OCTA and regional planning forums.

The planned bikeway system within the Planning Area is illustrated in Figure C-4. Table C-7 provides descriptions of the three bikeway classifications presently implemented in Orange County. As Figure C-4 indicates, the bikeway system is comprised of a network of Class II bike lanes along arterial roadways. Class I off-road bike trails are described in the Recreation and Resources Element.

The City will continue to enhance the bikeway system as roadway improvements occur. Bikeway system projects will focus primarily on the closing of gaps in the existing system (e.g., the railroad under-crossing at Ridge Route Drive and along Rockfield Boulevard), making City bikeways continuous with the regional bikeway system (e.g., bikeway connections on the planned extension of Alton Parkway south of the Foothill Transportation Corridor and connection of Ridge Route Drive across the San Diego Freeway), and eliminating on-street parking in marked bicycle lanes where accepted standards indicate that such parking is not advised.

Enhanced local bicycle, pedestrian and riding linkage is planned. The goal is to link residential areas, schools, parks and commercial centers so that residents can travel within the community without driving. The Ridge Route spine trail, which is specifically addressed in the Recreation and Resources Element, will provide important east-west access. New development projects will be required to include bicycle, pedestrian and riding trails and homeowners associations will be encouraged to construct linkage to adjacent areas where appropriate.

[1]General Plan Amendment 01-01A, dated July 17, 2001.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NOTE: Class I Bikeways are shown in Figure RR-1 in the Recreation and Resource Element.

SOURCE: Austin-Foust Associates

Figure C-4
Planned Bikeways

**TABLE C-7**
**BIKEWAY CLASSIFICATION DESCRIPTIONS**

CLASS I BIKE PATH or BIKE TRAIL

Provides a completely separated right-of-way designated for the exclusive use of bicycles and pedestrians; crossflows with motorized vehicles minimized.

Sizing: Minimum width for Class I (two-way) is eight feet. Desirable width is 10-12 feet. Minimum shoulder width of two feet each side. Minimum width for Class I (one-way) is five feet. Minimum shoulder width of two feet each side.

CLASS II BIKE LANE

Provides a restricted right-of-way on a roadway's shoulder designated for the exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited; vehicle parking and crossflows by pedestrians and motorists permitted. Vehicle parking in a Class II bike lane is not desirable and should be discouraged. Additional lane width (12 feet minimum and 13 feet desirable) shall be required if on-street parking is permitted.

Sizing: Typical width of eight feet. A reduction in width to allow for restriping of an existing roadway or for added turning lanes may be permitted. In such cases, a five-foot width, or gutter width plus three feet, whichever is greater, is the minimum width.

CLASS III BIKEWAY

Provides for shared use of roadway facilities. These bikeways share the street with motor vehicles or share the sidewalk with pedestrians. In both of these conditions, bicycle use is a secondary function of the pavement.

References: 1. Caltrans "Planning and Design Criteria for Bikeways in California"
2. County of Orange adopted standard Plans for Bikeways

## PARKING

Adequate parking is an essential part of urban circulation systems. Vehicle storage areas are required at residential communities, public facilities, parks, commercial areas and employment centers. Without adequate parking, drivers are forced to park cars on-street and traffic flow can be consequently impeded.

In new development projects, sufficient off-street parking will be required and the parking ordinance will be periodically reviewed and amended to reflect current circulation needs. Shared parking access between parking areas of adjacent properties will be required along arterial roadways.

A provision for shared parking allowances will be added to the parking ordinance. When monitoring the performance of arterial roadways, the City will consider eliminating on-street parking to increase traffic flow, particularly when such parking occurs within marked bicycle lanes, where accepted standards indicate that such parking is not advised.

## TRANSPORTATION SYSTEM AND DEMAND MANAGEMENT

The efficiency of the circulation system will be maximized with transportation system management (TSM) and transportation demand management (TDM) strategies. TSM involves physical improvements to the circulation infrastructure to expand capacity and increase traffic flow while TDM involves reducing the demand for vehicular transportation. In addition to enhancing the

operation of the circulation system, TSM and TDM strategies provide relief from increasing demands for more improvements to transportation facilities.

Traffic signal coordination and intersection capacity improvements will be implemented as needed to maintain traffic flow.

Traffic fees for traffic impacts of new development will be collected according to established local and regional fee programs. The City will support the implementation of the employer TDM provisions of the South Coast Air Quality Management District Air Quality Management Plan and participate in regional efforts to implement TDM requirements. Programs to increase transit ridership and use of non-vehicular transportation such as walking and bicycling will be actively pursued.

## TRANSPORTATION FINANCING

Implementing circulation improvements to accommodate planned growth will require financing. Funding for transportation improvements is available from several local, state and federal sources. The City will identify available funding sources and establish a Development Mitigation Program, Comprehensive Phasing Program, Performance Monitoring Program and Capital Improvement Program to guide construction and funding of transportation system improvements. More information about these programs is provided in the Public Facilities/Growth Management Element.

The standards and programs required to qualify for revenue from the Congestion Management Plan and Measure M will be applied in the Planning Area. Circulation improvements to accommodate new development projects will be constructed and/or funded by project proponents. Fees will be collected for traffic impacts of new development in accordance with established fee programs.

Lake Forest

# Recreation and Resources Element

General Plan

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[1] General Plan Amendment 96-01, dated October 29, 1996.

# INTRODUCTION

Some of Lake Forest's most valuable assets are plentiful parks, recreational facilities, eucalyptus trees, created lakes, natural open space and panoramic mountain views. The Recreation and Resources Element focuses on the protection and enhancement of open space and natural resources to ensure a high quality living environment in future years. Parks and facilities for recreational activities are particularly important because of the significant family population living in Lake Forest. Community involvement is a historic tradition. Continued cultivation of human resources in addition to environmental resources will foster community stability and vitality.

## PURPOSE OF THE RECREATION AND RESOURCES ELEMENT

The Lake Forest Recreation and Resources Element meets state requirements for the Conservation and Open Space Elements as defined in Sections 65302(d) and 65302(e) of the Government Code. According to these requirements, the Conservation Element must contain goals and policies to protect and maintain state natural resources such as water, soils, wildlife and minerals, and prevent wasteful resource exploitation, degradation and destruction. The Open Space Element must contain goals and policies to manage open space areas, including undeveloped lands and outdoor recreation areas. Specifically, the Open Space Element must address open space that is used for the preservation of natural resources, the managed production of resources, and open space maintained for public health and safety reasons. The last category of open space is also addressed in the Lake Forest Safety and Noise Element.

The recreation component of the Recreation and Resources Element is not mandated by state planning law. The City elected to include the recreation component because of the importance of recreational facilities in the community, and the close relationship between parks and open space. The recreation component of the element includes policies to ensure adequate recreational facilities are available to meet the needs of the existing and future population, and a recreation plan that identifies existing and planned park and recreational facilities.

While air quality is not a state-mandated element, the South Coast Air Quality Management Plan (AQMP) requires air quality to be addressed in General Plans. Air quality is included as a sub-element of the Lake Forest Recreation and Resources Element to fulfill AQMP requirements. The purpose of the air quality sub-element is to reduce pollutant levels through stationary source, mobile source, transportation and land use control measures, and energy conservation measures.

## SCOPE AND CONTENT OF THE ELEMENT

The Recreation and Resources Element expresses community goals to protect environmental resources and open space while providing opportunities for economic development and growth. Resource issues addressed in the element include parks and other open space, natural resources and features, historic and archaeologic resources, and paleontologic resources. Lake Forest utilizes and affects environmental resources outside its boundaries. As a result, some regional resource issues are addressed in this element including regional air quality and

regional landfill capacity. One of the most important resources in Lake Forest is human resources. The element specifically addresses continued development and enhancement of public involvement in civic activities.

The Recreation and Resources Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Recreation and Resources Plan. In the Issues, Goals and Policies section, community recreation needs and resource management issues are identified, and corresponding goals and policies are established. The goals, which are overall statements of the City desires, are comprised of broad statements of purpose and direction. The policies serve as guides for planning recreational facilities, enhancing the natural amenities of Lake Forest, and minimizing the environmental effects of planned development. The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs are located in the General Plan Implementation Program.

## RELATED PLANS AND PROGRAMS

There are a number of existing plans and programs that directly relate to the Recreation and Resources Element. These plans and programs are enacted through federal, state and local legislation, and administered by agencies or special districts. Federal laws pertaining to the protection of significant resources include the Endangered Species Act of 1973 (as amended in 1978), the Antiquities Act and the National Historic Preservation Act of 1966, and the National Environmental Policy Act. Other related plans and programs are described below.

### The Quimby Act

The Quimby Act (State of California Planning and Zoning Law Section 66477) allows the legislative body of a city or county to require by ordinance the dedication of land, the payment of fees in lieu thereof, or a combination of both for park and recreational purposes as a condition to the approval for a final tract map or parcel map. In cases where such dedications or fees were not obtained for particular lots through a map, they may be imposed when building permits are issued. Among other requirements, the following conditions must be met:

- The ordinance includes definite standards for determining the proportion of a subdivision to be dedicated and the amount of any fee to be paid in lieu thereof; and
- The legislative body has adopted a General Plan containing a recreation element, and any proposed park or recreational facilities must be consistent with the principles and standards established in the element.

### American Disabilities Act (ADA)

The American Disabilities Act of 1991 was adopted to make public areas, including parks and play areas, accessible to all persons. Playground equipment, trails and facilities must be usable by adults and children with disabilities under ADA. Designing accessible recreational facilities and retrofitting existing facilities is addressed in the Recreation and Resources Element.

### California Environmental Quality Act and Guidelines

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects impacting the environment. The provisions of the law and environmental review procedure are described in the CEQA Law and Guidelines as amended in 1998. CEQA will continue to be instrumental in ensuring that the environmental impacts of local development

projects are appropriately assessed and mitigated.

**U.S. Fish and Wildlife and California Fish and Game Regulations**

Both the U.S. Fish and Wildlife and California Fish and Game have regulations of codes to protect wildlife resources. Special permits are required for the alteration of any lake or stream, dredging or other activities that may affect fish and game habitat. Both departments also regulate impacts to sensitive plant and animal species. Future development in Lake Forest potentially affecting wildlife habitat will be subject to the regulations of both departments.

**Integrated Waste Management Plan**

The California Integrated Waste Management Act (Assembly Bill 939) changed the focus of solid waste management from landfill to diversion strategies such as source reduction, recycling and composting. The purpose of the diversion strategies is to reduce dependence on landfills for solid waste disposal. AB 939 establishes mandatory diversion goals of 25 percent by 1995 and 50 percent by 2000. The County has prepared the Integrated Waste Management Plan (IWMP) and each city must prepare a Source Reduction Recycling Element (SRRE) which becomes a component of the IWMP.

**Surface Mining and Reclamation Act (SMARA)**

The California Surface and Mining Reclamation Act of 1975 requires local governments to address mineral recovery activities through the direct regulation of mining operations, and through planning policies balancing state mineral resources needs with environmental quality. SMARA requires cities and counties to adopt ordinances, conforming with state policy, for the review and approval of reclamation plans and permits. The mining operation in Lake Forest is subject to SMARA.

**National Pollutant Discharge Elimination System**

Under the NPDES Stormwater Permit issued to the County of Orange and the City of Lake Forest as a co-permittee, all development and significant redevelopment must be implemented with run-off pollution control measures known as Best Management Practices (BMPs). Proposed development projects (public and private) within Lake Forest must incorporate structural and non-structural BMPs to preclude significant water quality impacts from non-point source pollutants. The County Drainage Area Master Plan identifies acceptable BMPs and methods to incorporate BMPs into proposed projects.

**South Coast Air Quality Management Plan**

The South Coast Air Quality Management Plan (AQMP) mandates a variety of measures to reduce traffic congestion and improve air quality. These measures include the Regulation XV Commuter Program which requires employers of more than 100 persons to prepare trip reduction plans, and requires each jurisdiction to develop an Air Quality component within its General Plan. Air Quality is included as a sub-element of the Recreation and Resources Element of the Lake Forest General Plan to fulfill AQMP requirements.

**County of Orange Master Plan of Local Parks**

The County of Orange Master Plan of Local Parks provides goals, objectives, policies and implementation programs for a comprehensive County-wide Park Plan. In conjunction with the County Local Park Code, the Plan provides an adequate supply of usable County parkland. The Master Plan provides a regional park planning context for the Lake Forest Recreation and Resources Element. In

turn, the Lake Forest Recreation and Resources Element implements portions of the County Plan.

**County of Orange Master Plan of Regional Riding and Hiking Trails**

The County of Orange Master Plan of Regional Riding and Hiking Trails provides policies and programs to implement the future development and operation of the County-wide trails system. This County Plan includes an inventory of existing and proposed trails, and standards and criteria for new trails. The Lake Forest Planning Area is served by the County trails system.

**County of Orange Recreation Element**

The Recreation Element of the County of Orange General Plan provides an inventory of existing and proposed parks and open space, and includes the Local Parks and Trails Master Plans. Several County parks are located in the Lake Forest Planning Area and are subject to the County Recreation Element.

**County of Orange General Plan Resources Element**

The Resources Element of the County of Orange General Plan includes an inventory of the County-wide resources such as agricultural, mineral, wildlife, energy, water, air, open space and cultural-historic resources. The element also includes goals, policies and programs for development, management, preservation and conservation of the County resources. This element provides sources of regional information affecting Lake Forest[1]

**County of Orange Coastal Sage Scrub Natural Community Conservation Program (NCCP)**

The purpose of the County Coastal Sage Scrub NCCP is to protect and perpetuate sensitive plant and animal species (particularly the California gnatcatcher, cactus wren and orange-throated lizard) in the coastal sage scrub of Orange County. The NCCP establishes a regional habitat planning and management system while allowing growth and development. The Orange County NCCP, part of a comprehensive NCCP for the entire southern California region, is based on voluntary and collaborative participation among property owners, local governments, state and federal agencies, and environmental organizations. Lake Forest is considering participation in the NCCP, which will affect management of the coastal sage scrub habitat in the sphere of influence.

**Planned Communities**

Lake Forest has been primarily developed as a series of Planned Communities prior to incorporation. The Planned Communities comprising the incorporated City include Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho de los Alisos, Rancho Serrano, Serrano Highlands Foothill Ranch, Portola Hills and the Foothill/Trabuco Specific Plan area.[2] Pursuant to CEQA, Environmental Impact Reports (EIRs) have been prepared for the Planned Communities. The EIRs contain analysis of the potential environmental impacts from development and contain requirements to avoid or reduce the environmental impacts. Most of the future development in Lake Forest will be under one of these Planned Communities and consequently will be subject to the mitigation measures of the corresponding EIRs.

[1] General Plan Amendment 01-01A, dated July 17, 2001.

[2] General Plan Amendment 00-01A, dated July 17, 2001.

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

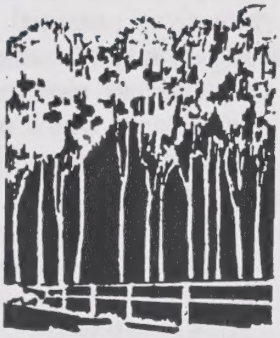
The Recreation and Resources Element must be consistent with the other General Plan elements and all elements of the General Plan are interrelated to a degree. Certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for the implementation of plans and programs, and achievement of community goals. The Recreation and Resources Element relates most closely to the Land Use, Safety and Noise, Circulation, and Public Facilities/Growth Management Elements.

The Land Use Element provides a planned land use pattern with the following specific designations: Community Park/Open Space, Regional Park/Open Space and Open Space. The park and open space designations are applied to public and private land that is intended for recreational uses. The designations are also applied to areas with high resource and aesthetic value for preservation purposes. In addition, policy established in the Land Use Element requires City decision makers to minimize the impact of new development on unique topographical, biological and cultural resources.

Natural resource conditions are also considered in the Safety and Noise Element. Policy in the Safety and Noise Element minimizes potential hazards from geologic and floodway conditions. Emergency preparedness requires public education and involvement which overlaps with the human resource goals identified in the Recreation and Resources Element.

Air quality, a major regional concern, is specifically addressed in the Recreation and Resources Element. Local efforts to improve air quality will involve improvements to the local street system to maintain efficient traffic flow, increased use of alternative transportation modes, the creation of new jobs in Lake Forest to improve the jobs-to-housing balance, and continued coordination with other jurisdictions to implement regional programs. Policies and plans in the Land Use, Circulation, and Public Facilities/Growth Management Elements support the achievement of these air quality strategies.

# ISSUES, GOALS AND POLICIES



The following six major issues are addressed by the goals, policies and implementation actions of the Recreation and Resources Element: (1) providing opportunities for recreation in Lake Forest; (2) ensuring the preservation and enhancement of the natural resources and features, such as water, lakes, the urban forest, energy, plant and animal habitats, minerals,[1] and soils; (3) ensuring the conservation of important historic, archaeologic and paleontologic resources; (4) utilizing the human resources, such as homeowner associations, community groups, and business groups within Lake Forest; (5) reducing the amounts of solid waste generated by the community through recycling and other methods; and (6) improving air quality. Each issue and the related goals, policies and implementation actions are identified and discussed in the following section.

[1] General Plan Amendment 96-01, dated October 29, 1996.

## PARKS AND OPEN SPACE

Lake Forest has many public parks, lakes, urban forests, and a number of the major homeowner associations operate recreational facilities for use by those living within their areas. Physical fitness, athletics, and sports are important active recreational pursuits, while facilities for passive recreational activities are also necessary. Identifying ways to best utilize, improve, and broaden the overall recreational system in the community is an important effort.

**GOAL 1.0: Ample recreational and cultural opportunities and facilities.**

**Policy 1.1:** Promote the development and maintenance of a balanced system of public and private recreational lands, facilities and programs to meet the needs of the Lake Forest population.

**Policy 1.2:** Maximize the utilization of existing parks, recreational facilities, and open space within Lake Forest.

**Policy 1.3:** Operate and maintain public park and recreational facilities in a manner that ensures safe and convenient access for all members of the community.

**Policy 1.4:** Require parkland improvements and facilities that are durable and economical to maintain.

**Policy 1.5:** Promote a high level of public outreach regarding park and recreation opportunities in Lake Forest.

**Policy 1.6:** Promote the future development of community centers as focal points for local activities.

**Policy 1.7:** Develop a network of multi-purpose trails to provide convenient, safe

access to recreational, residential, and commercial areas.

**Policy 1.8:** Provide a positive environment to prevent anti-social forms of behavior (gangs, graffiti, juvenile delinquency).

**Policy 1.9:** Preserve all designated open space areas until sufficient parkland exists in the City to meet the established parkland standard to provide adequate recreational opportunities for the community except any land within the Regional Park/Open Space designation requiring reconfiguration to create a continuous open space link.[1]

## NATURAL RESOURCES AND FEATURES

Lake Forest contains many important natural resources and features, including its eucalyptus forest and other trees, lakes, creeks, canyons, hillsides, mineral resource areas, and other open lands. These resources add to the value of property, provide visual changes in an urban environment that create interest, and offer important landmarks that communicate a sense of place and location within the community. These important resources can be preserved or enhanced to maintain the natural physical and visual quality of Lake Forest.

**GOAL 2.0: Preservation and enhancement of important natural resources and features.**

**Policy 2.1:** Conserve and protect important natural plant and animal communities, such as areas supporting rare and endangered species, riparian areas, wildlife movement corridors, wetlands, and significant tree stands through appropriate site planning and grading techniques, revegetation and soil management practices, and other resource management techniques.[2]

**Policy 2.2:** Coordinate water quality and supply programs with the responsible water agencies.

**Policy 2.3:** Encourage the expansion of reclaimed water production and use.

**Policy 2.4:** Conserve and protect important topographical features, watershed areas, and soils through appropriate site planning and grading techniques, revegetation and soil management practices, and other resource management techniques.

**Goal 3.0: Extraction of mineral resources and reclamation of mined land, while preserving the City's plans for future use as described in the Land Use Element.**[3]

**Policy 3.1:** Provide for the conservation and development of significant identified mineral resource sites within Lake Forest.

**Policy 3.2:** Provide for the reclamation of mineral resource sites in concert with future use as described in the Land Use Element and required environmental mitigation.

**Policy 3.3:** Regulate mineral extraction activities to minimize hazards and conflicts with other land uses by the issuance of sand and gravel site permits.

**Policy 3.4:** Address and mitigate the significant environmental effects of surface mining operations.

**Policy 3.5:** Promote land use decisions which ensure, to the greatest extent possible,

[1] General Plan Amendment 00-01, dated May 2, 2000.

[2] General Plan Amendment 00-01, dated May 2, 2000.

[3] General Plan Amendment 96-01, dated October 29, 1996.

compatibility between mineral resource extraction and adjacent land uses.

## HISTORIC, ARCHAEOLOGIC AND PALEONTOLOGIC RESOURCES

Lake Forest contains several important historic, archaeologic and paleontologic resources and potential resource areas that should be conserved to provide a link to the community's history and heritage.

Conservation of these resources and investigation of potential resource areas represents an important undertaking for connection with the community's past.

**GOAL 4.0: Conservation of important historic, archaeologic and paleontologic resources.**

**Policy 4.1:** Protect areas of important historic, archaeologic and paleontologic resources.

**Policy 4.2:** Identify, designate and protect buildings or sites of historical significance.

## HUMAN RESOURCES

Lake Forest has many homeowner associations, community groups, and business groups which represent important resources for accomplishing long-term community goals. These groups often include volunteer leaders and workers who have a distinct understanding of their neighborhoods and areas. These significant human resources may be used to establish and achieve community goals.

**GOAL 5.0: Active citizen involvement to establish and achieve community goals.**

**Policy 5.1:** Solicit citizen participation during the early stages of major public or private development projects and regulatory programs.

**Policy 5.2:** Utilize homeowner associations, community groups, and business groups as sources of individual volunteers for important appointed positions on City commissions, boards, and task forces.

**Policy 5.3:** Develop appropriate vehicles, such as newsletters, information brochures, cable television programming and announcements, and other methods, to communicate important information to the population of Lake Forest.

## SOLID WASTE

To maintain the long-term quality of life in Lake Forest, the community must manage the generation, use and disposal of solid waste. Recycling, reuse and reduction of solid waste, including landscaping refuse, can dramatically reduce the amount of material that will otherwise use expensive land fill space.

**GOAL 6.0: Reduction of the per capita volume of solid waste produced in the community.**

**Policy 6.1:** Reduce the per capita production of solid waste in Lake Forest in concert with the County of Orange source reduction and recycling plans for reducing solid waste.

## AIR QUALITY

Air quality within the South Coast air basin does not presently meet state and federal standards. Cooperation among all agencies in the basin is necessary to achieve desired improvements to air quality. Lake Forest can participate and contribute its share in those efforts by proper planning for land use, transportation and energy use.

**GOAL 7.0: Improvement of air quality.**

**Policy 7.1:** Cooperate with the South Coast Air Quality Management District and

Southern California Association of Governments in their efforts to implement the regional Air Quality Management Plan.

**Policy 7.2:** Cooperate and participate in regional air quality management planning, programs and enforcement measures.

**Policy 7.3:** Utilize transportation demand management to influence transportation choices related to mode and time of travel.

**Policy 7.4:** Implement Citywide traffic flow improvements.

**Policy 7.5:** Implement land use policy aimed at achieving a greater balance between jobs and housing in Lake Forest.

**Policy 7.6:** Integrate air quality planning with land use and transportation planning.

**Policy 7.7:** Promote energy conservation and recycling by the public and private sector in Lake Forest.

## RELATED GOALS AND POLICIES

The goals and policies described in the Recreation and Resources Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Recreation and Resources Element. These supporting goals and policies are identified in Table RR-1.

## TABLE RR-1
## RECREATION AND RESOURCES
## RELATED GOALS AND POLICIES BY ELEMENT

| Recreation and Resource Issue Area | Related Goals and Policies by Element | | | | | |
|---|---|---|---|---|---|---|
| | Land Use | Housing | Circulation | Recreation and Resources | Safety and Noise | Public Facilities/ Growth Management |
| Parks and Open Spaces | 1.1, 2.2, 3.3 | | 4.2 | | | |
| Natural Resources and Features | 1.1, 2.2, 3.1, 4.2 | | | | 1.1, 1.2 | 4.1 |
| Historic, Archaeologic and Paleontologic | 1.1, 2.2, 3.1, 4.2 | | | | | |
| Human Resources | | | | | 4.2 | |
| Solid Waste | | | | | 2.3 | |
| Air Quality | | 1.5 | 1.1-1.3, 2.1-2.3, 3.1-3.4, 4.1-4.3, 6.1-6.3 | | | 7.1, 8.1, 9.1, 9.2 |

# RECREATION AND RESOURCES PLAN

The combination of unique environmental amenities, rich community heritage and modern development give Lake Forest a positive, enduring identity. The Recreation and Resources Plan establishes an approach to build on these positive assets by conserving environmental quality and developing new recreational opportunities. The Plan addresses the specific recreation and resource issues identified in the previous section. The related goals and policies serve as the basis of the Plan and are supported by approaches to obtain and develop new parkland, and protect and enhance natural areas, water, air, mineral,[1] historic remains and present-day human resources. The Recreation and Resources Implementation Program, which is part of the General Program Implementation Plan, is an extension of this Plan and contains specific programs to achieve recreational and environmental goals.

## PARKS AND OPEN SPACE

Parks and open space are an important community amenity. In addition to providing opportunities for recreation and leisure, parks and open space enhance aesthetics and community character. This section of the Recreation and Resources Plan describes the strategy to broaden recreational opportunities in the Planning Area. Strategies include developing new parks and a community center, and establishing better trail linkage between recreation areas. Maintenance of existing facilities is also emphasized.

### Relation to Planned Land Use

Land for parks and recreational facilities is included in several Open Space designations in the Land Use Element. The Open Space designations encompass land presently used and planned for parks and recreational facilities. The Community Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of the community. This designation includes all public parkland, open space and associated public recreational activities, such as indoor and outdoor sport facilities, museums, theaters and similar uses.

The Regional Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of both the community and other nearby areas in the region. This designation includes the Limestone/Whiting Regional Wilderness Park and County open space along Serrano and Aliso Creeks. Land with the Regional Park designation is generally maintained as natural open space with minimal improvements.

The Open Space designation in the Land Use Element is applied to open space that is held under private ownership and includes facilities for active and passive recreational facilities. Uses include sport facilities, lakes, club houses, meeting rooms, outdoor gathering areas and landscaped areas. The recreation component of this element primarily addresses public open space under the Community Park and Regional Park designations.

[1] General Plan Amendment 96-01, dated October 29, 1996.

**Recreation Plan**

Lake Forest residents enjoy a variety of parks and trails with different amenities. Table RR-2 summarizes the existing City parks and recreational facilities and identifies the location, acreage and facilities. Approximately 174 acres of public parkland have been developed. In addition, the County operates several large regional parks within and around the Planning Area. Limestone/Whiting Wilderness Park encompasses 1,101 acres of natural land in the Planning Area.[1] Private parks are also distributed throughout the Planning Area in various Planned Communities.

To build on the existing parks and trails system and provide new recreational opportunities, the Recreation Plan will be implemented. The Plan, which is illustrated in Figure RR-1, shows both existing and planned open space for parks. The approximate location, acreage and features of planned parks are summarized in Table RR-3. Approximately 94 acres of new parks and recreational facilities are planned. The configuration of the planned trails system is also identified in the plan and linkage between recreation areas and existing trails is emphasized.

To ensure sufficient recreational opportunities, the City has established a parkland standard of five acres per 1,000 residents. The standard is useful in determining existing parkland deficiencies and predicting the demand from future population growth. Table RR-4 summarizes the parkland requirements for the population from development of planned land uses (as established in the Land Use Element). Based on the parkland standard and existing and planned park facilities, there will be a shortfall of 145 acres in the City.

The deficit in the City will be offset by the recreational opportunities offered by Limestone/Whiting Wilderness Park, other nearby regional parks, private parks and schools in the Planned Communities.[2]

Due to the existing deficits in improved park and recreational opportunities within the City, all open space identified on the Land Use Policy Map (Figure LU-1) provides potential recreational opportunities which are necessary to meet the current recreational needs of the residents of the Planning Area.[3] As a result, property designated for open space uses will only be allowed to change to non-open space use if: a) the owners of the property are able to prove that sufficient improved park and recreational opportunities exist within the City to meet the current need for park and recreational opportunities; or b) land within the Regional Park/Open Space designation requires reconfiguration to create a continuous regional open space link, including either minor reductions or increases in acreage.[4]

[1] General Plan Amendment 01-01A, dated July 17, 2001.

[2] General Plan Amendment 01-01A, dated July 17, 2001.

[3] General Plan Amendment 01-01A, dated July 17, 2001.

[4] General Plan Amendment 01-01A, dated July 17, 2001.

## TABLE RR-2
## EXISTING CITY PARKS AND RECREATIONAL FACILITIES[1]

| NAME | LOCATION | ACRES | FACILITIES |
|---|---|---|---|
| Borrego Wash | Borrego Wash at City Boundary | 14.3 | Class-I Bikeway, respite areas, passive open space. |
| Cavanaugh Mini Park | 23782 Cavanaugh Rd. | 0.2 | Play apparatus and ½ court basketball |
| Cherry Park | 22651 Cherry Ave. | 4.5 | Play apparatus, ½ court basketball, open play area, picnic shelter, individual & group picnic tables and barbecue grills |
| Concourse Park | Saddleback Ranch Road near Ranchwood Way | 7.0 | A basketball court, tot lots, picnic areas. |
| Darrin Park | 22461 Cherry Ave. | 3.1 | Play apparatus, ½ court basketball, open play area, individual picnic tables and barbecue grills |
| Dimension Drive Park | Eastside of Dimension Drive adjacent to Serrano Creek | 4.5 | Respite areas, passive open space. |
| El Toro Park I | 23701 Los Alisos Blvd. | 10 | Volleyball courts, handball courts (outdoor), and lighted tennis courts |
| El Toro Park II | 25420 Jeronimo Rd. | 12.4 | Lighted Little League fields, lighted soccer fields and restrooms |
| Ethnies Skate Park of Lake Forest | Lake Forest Drive near Rancho Parkway | 3.0 | Skate area for all ages. |
| Heritage Hill Historical Park (County Facility) | | | Open space, historic buildings, educational programs, picnic tables, restrooms and maintenance structure |
| Lake Forest Park | 24000 Serrano Rd. | 2.3 | Picnic tables, hiking trail and passive open space |
| Mountain View Park | 4061 Dylan St. | 5.3 | Softball field, ½ court basketball, play apparatus, volleyball courts, handball courts, lighted tennis courts, open play area, picnic table and barbecue |
| Montbury Park | 21962 Montbury Dr. | 3.5 | Passive open space |
| Normandale Park | Regency Lane | 10.7 | |
| Pebble Creek Park | 26441 Pebble Creek Rd. | 1.9 | Play apparatus and passive open space |
| Pittsford Park | 21701 Pittsford Dr. | 10 | Play apparatus, picnic tables picnic shelter and tennis courts |
| Rancho Serrano Park | 20842 Paseo Sombra | 5.1 | Picnic tables and passive open space |
| Ranchwood Park | 22500 Killy St. | 1.9 | ½ court basketball, play apparatus, volleyball court, and open space |
| Regency Park | Regency Lane/Osterman Road | 8.5 | Turfed play area; City holding bond for future improvements |
| Rimgate Park | 29772 Rimgate | 5 | ½ court basketball courts, play apparatus, grass volleyball court, tennis court, picnic tables, picnic shelter and passive open space |
| Serrano Creek Park | 25101 Serrano Rd. | 44 | Equestrian center, play apparatus and picnic tables |
| Sundowner Park | 22041 Sundowner Lane | 0.8 | Play apparatus, picnic tables passive open space |
| Village Pond Park | 23102 Ridge Route Dr. | 4.7 | Play apparatus, picnic tables, pond and passive open space |
| Vintage Park | 21000 Vintage St. | 4.8 | Basketball courts, play apparatus, parcourse, open play area, picnic tables and barbecues |
| Whispering Hills[2] | Lake Forest | 6.4 | |
| TOTAL ACRES | | 173.9 | |

Source: City of Lake Forest

[1] General Plan Amendment 01-01A, dated July 17, 2001.

PROVIDE A COMMUNITY CENTER FACILITY CENTRAL TO THE CITY (ALSO A NETWORK OF SMALLER CENTERS). ACQUIRE OPEN SPACE IN THE CENTRAL PORTION OF THE PLANNING AREA (45 ACRES) TO ASSOCIATE SPORTS FIELDS WITH THE COMMUNITY CENTER

COMPLETE THE SERRANO CREEK TRAIL FROM FTC TO THE EQUESTRIAN CENTER, ALSO COMPLETE THE ALISO CREEK TRAIL FROM THE NORTHERN TO SOUTHERN CITY LIMITS

UPGRADE EXISTING PARKS TO MEET ADA AND CONSUMER SAFETY STD. AND GENERAL NEEDS (I.E. PICNIC TABLES, ECT.)

LINK SERRANO CREEK TRAIL TO ALISO CREEK TRAIL (MINIMUM ONE WITHIN CITY LIMITS INCLUDING SIGNAGE AND MAPS)

ACQUIRE SERRANO PARK (11AC I.O.D SITE) AND CONSIDER RETROFITTING TO PROVIDE ADDITIONAL BALLFIELDS AND SOCCER FIELDS

DEVELOP RIDGE ROUTE DRIVE AS CENTRAL TRAIL SPINE LINK \ TO SERRANO CREEK OPEN SPACE CORRIDOR ENHANCE THE SPINE W/SIGNAGE AND PLANTINGS THAT RELATE TO CITY IDENTITY

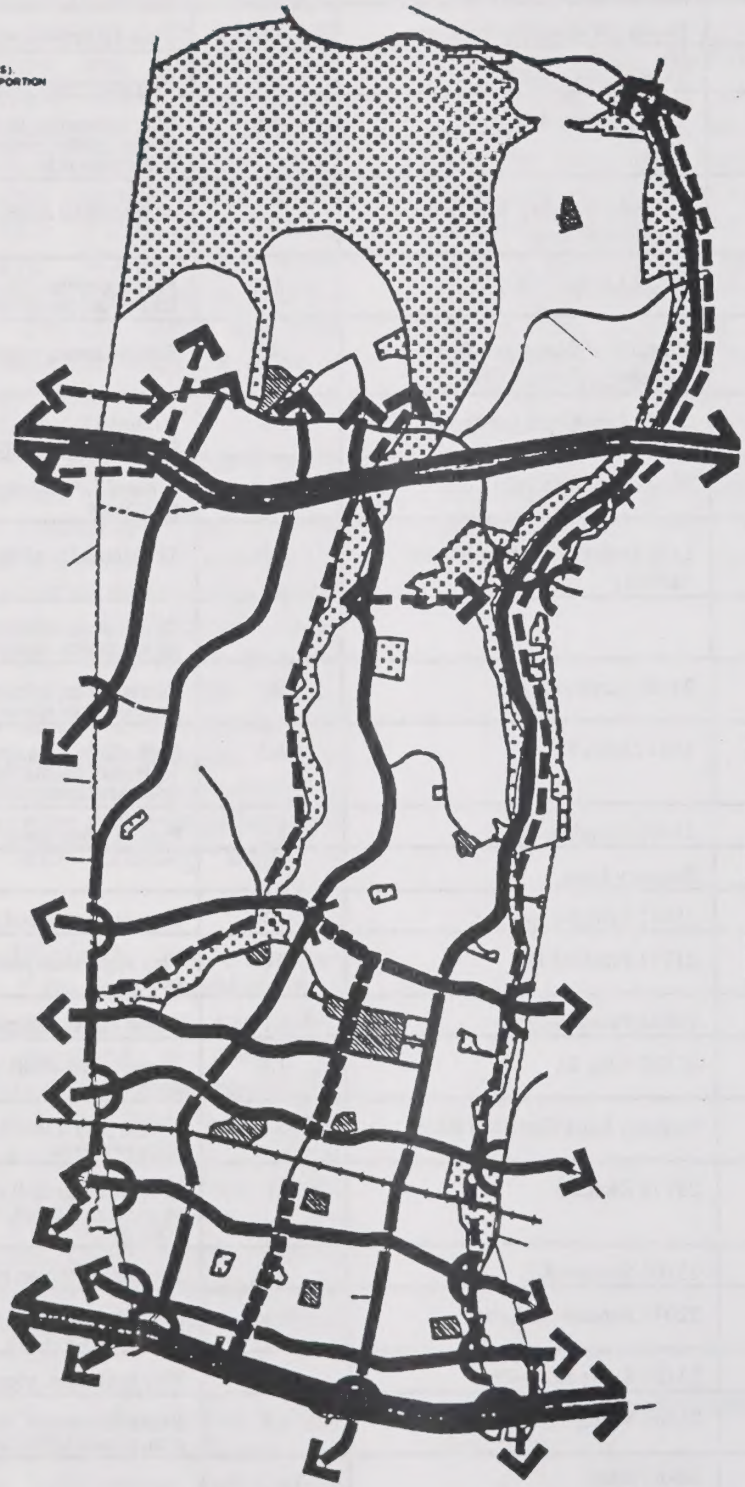
CONSIDER RETROFITTING EXISTING PARKS W/BALLFIELDS FOR ORGANIZED PLAY

CONSIDER RETROFITTING PARKS W/PRACTICE BALLFIELDS

ESTABLISH CITY IDENTITY AT ARTERIAL GATEWAYS TO THE CITY

PROVIDE PUBLIC SAFETY ORIENTED RECREATION PROGRAMS

PROVIDE PROGRAMS FOR SENIOR CITIZENS CULTURAL, COMMUNITY RECREATIONAL AND EDUCATIONAL PURSUITS



**LEGEND**

*Arterials Providing Pedestrian Access*

*Trail Links (Multi-Purpose Trail Between Serrano Creek and Aliso Creek: Riding/Hiking Trail along Foothill Transportation Corridor. Serrano Creek and Aliso Creek: Class II along Portola, Class I along Aliso, Class I along Borrego Canyon Wash)*

*Freeways - No Pedestrian Access Provided*

*Proposed North/South Spine Trail Corridor*

*Gateway Opportunities*

*Community Park/ Open Space Regional Park/ Open Space*

*Schools*

*OCTA Railroad*

NORTH

*no scale*

Lake Forest

General Plan

SOURCE: RJM Design Group, Inc.

*Figure RR-1*
*Recreation Plan*

## TABLE RR-3
## PROPOSED PARKS AND RECREATIONAL FACILITIES[1]

| Site | Net New Acreage | Location | Proposed Features (examples only) |
|---|---|---|---|
| Alton Park | 2 acres | Alton Parkway between Bonita Vista and Mallorca | A small tot lot play area and half court basketball. |
| Borrego Park | 11 acres | Bake Parkway near Burbank | Baseball field, basketball court, play area with restrooms. |
| Canada East | 2 acres | Canada Road near Orchard Rim | |
| Canada West | 4.1 acres | Canada Road near Skybird Lane | |
| Community Center Park | 45 acres | No specific site | Multi-purpose facility, open space, lighted ball fields/ soccer fields, tennis courts, multi-purpose court, skate board park, group picnic area and community center |
| Foothill Ranch Community Park | 15 acres | Pauling near Lake Forest Drive | Tennis courts, volleyball court, baseball field |
| Overlook Park | 1.2 acres | Viaggio Lane near Tessera Ave. | A tot lot play area, picnic area, gazebo. |
| Peachwood Park (IOD) | 2.7 acres | Peachwood near Palmwood | Open space, tot lot, picnic area |
| Recreation Center | N/A | Southern section of City (no specific site) | Multi-purpose recreation center |
| Serrano Park (IOD) | 11.2 acres | Tamarisk at Peachwood | Ball fields, soccer, open play, basketball court, picnic tables |
| TOTAL ACRES | 94.2acres | | |

IOD: Irrevocable Offer of Dedication.
Source: City of Lake Forest

## TABLE RR-4
## PARK ACREAGE NEEDS[1]

| | Population [a] | Park Acreage Required [b] | Available Acreage from Existing and Planned Parkland [c] | Surplus/ (Shortfall) of Acreage |
|---|---|---|---|---|
| City | 82,640 | 413 | 268 | (145) |

a. Projected population for purposes of establishing parkland acreage needs.
b. Five acres per 1,000 persons.
c. County and Regional Parks are not used to meet this standard.
Source: City of Lake Forest

[1] General Plan Amendment 01-01A, dated July 17, 2001.

The facilities comprising the Recreation Plan are described in the following sections, and standards and criteria for developing new park sites are established. Implementing the Recreation Plan is discussed after the description of facilities.

**Mini-Parks**

Mini-parks are small, passive, local parks, generally less than one acre in size. Most mini-parks are established in higher density areas as a substitute for backyards. Size and location are usually determined by the availability of vacant land. These parks serve various age groups depending on the characteristics of the neighborhood and typically feature play apparatus, a paved area for wheeled toys, benches, and landscape treatment. Additional facilities sometimes include children's play areas, quiet game areas, and some sports activities such as multi-purpose courts, if space allows. Some mini-parks are sometimes established to safeguard identified natural resources or serve as viewpoints. Mini-parks are difficult and expensive to maintain and only offer recreational opportunities to a limited segment of the community. As a result, additional mini-parks are not planned in the Planning Area. The maintenance costs of proposed mini-parks requires consideration prior to acceptance of dedication.

**Neighborhood Parks**

Many of the facilities located within neighborhood parks are associated with active recreation. Neighborhood parks should contain consolidated parcels with appropriate area devoted to active recreation such as ball fields, recreation centers, multi-purpose fields and open turf, game courts, tot lots, picnic facilities, and on-site parking. The standard minimum size for neighborhood parks is three acres.

Neighborhood parks should be located near the center of a neighborhoods. Easy access should be provided to pedestrians, bicyclists, and maintenance and public safety vehicles. Neighborhood parks should not be separated from its user population by major highways, railroads, or other untraversable obstacles. A neighborhood park should be situated adjacent to or near schools, greenbelts, open space linkages, or other community open space/recreational facilities to facilitate an integrated open space system. Although neighborhood parks are designed to attract from a smaller service radius, they will also be utilized by residents who may live outside of the immediate neighborhood. This may be particularly true where there are limited recreational facilities, such as in Lake Forest.

**Community Parks**

Community parks are intended to have a service radius of approximately two to three miles and offer both active and passive recreational pursuits. No specific shape is required and unique physical features such as a ridge line or canyon are typical natural amenities. Community parks should encompass a minimum of ten acres. Pedestrian and bicycle paths and natural open space should be offered by community parks.

Community parks contribute to the open space system by connecting to neighborhood parks through open space linkages. For maximum public access and use, such parks should be located at or near the intersection of an arterial near the center of their service area. Community parks should contain space for active recreational facilities such as game fields, game courts, swimming pools, and play areas as well as community centers, on-site parking, restrooms, and picnic areas. Due to the limited number of parksites that exist within the City, uses and facilities typically found in community parks may also be located in neighborhood parks.

While the City has adequate mini- and neighborhood parks, the distribution of community parks is inadequate to meet the needs of the population. Future park development efforts will consequently focus on community parks.

### Special Use Facilities

Special Use Facilities are designed to meet the requirements of specific recreational, social and cultural activities. Examples of special use facilities include community centers, libraries and senior centers. The function of these facilities goes beyond the primary purpose of serving a single neighborhood.

Because the demographic makeup of the City will change over time, the City shall conduct continuous research and assessment to ensure that those facilities provided are adequate. The City shall also develop Special Use Facilities and programs that can be adapted to the changing recreational needs of the population. The number of Special Use Facilities shall adjust to accommodate the recreational demands of the community. Through the Special Use Facilities, in addition to recreational programs, the senior citizen program of comprehensive, coordinated programs will be maintained and strengthened to meet community needs.

A centralized community center is greatly desired by the community. In the early 1900s, a community center was constructed for the enjoyment of town residents and the farmers in the back country. The center served as the focus of all social activities including dances, weddings, club meetings and holiday celebrations. With time, the building deteriorated and was removed for safety reasons in the 1980s. The City intends to construct a new community center in conjunction with a large park and sport facilities. The center will promote the historic tradition of community involvement and socializing. A network of smaller recreation centers may also be located in the Planning Area.

### Regional Parks

The County of Orange owns and maintains many regional recreational parks. Local County parks include Limestone/Whiting Wilderness Park, Heritage Hill Historical Park and O'Neill Regional Park. Cleveland National Forest, located east of the Planning Area, offers additional recreational opportunities. Policy for the development, maintenance, and improvement of these parks is provided by the Orange County Recreation Element, which includes a Master Plan for regional recreational facilities in the County.

### School Playgrounds/Joint-Use Agreements

Public school playgrounds, under the jurisdiction of the Saddleback Valley Unified School District (SVUSD), are open to the public after school hours. Organized sports leagues such as those for baseball, soccer and football utilize ball fields through a permit process with the (SVUSD). The City will use some school recreational facilities to meet the park goal of five acres per 1,000 population. Up to 50 percent of the school facilities can be used, provided the school facilities are open to the public.

Opportunities exist to maintain and enhance joint use agreements with the Saddleback Valley Unified School District. Whenever feasible, the City will enter into a joint use and maintenance programs.

### Trails

The City's trail system includes pedestrian and bike trails within open space corridors and along regional trails. The County maintains a coordinated system of trails, including bikeways, equestrian trails and hiking trails within the Planning Area.

Bikeways comprise the most extensive part of the City's trail network. The biking network in Lake Forest connects with other trails and paths in adjacent communities and throughout Orange County. There are three categories of bikeways:

- Class I: a paved path that is separate from any motor vehicle travel lane;
- Class II: a restricted lane within the right-of-way of a paved roadway for the

exclusive or semi-exclusive use of bicycles; and

- Class III: a bikeway that shares the street with motor vehicles or the sidewalk with pedestrians.

A number of policies included in the Recreation and Resources Element are concerned with the expansion of the City-wide system of hiking and biking trails. The planned trail system will serve recreational and commuting purposes. Specific development standards for the various types of trails are difficult to establish since trail width and gradient will depend on topography, surface features, and availability of an easement. One off-street bike trail is proposed for the City connecting Aliso Creek Trail with Serrano Creek in the northern portion of the City and Foothill Transportation Corridor. One riding and hiking trail is proposed following the Borrego Wash.[1] Bikeways located along the street system are addressed in the Circulation Element.

Proposed riding and hiking trail improvements include a connection between the Aliso Creek Trail and the Serrano Creek Trail. The County will provide a continuous improved riding and hiking trail from the Serrano Creek Equestrian Center to Limestone/ Whiting Wilderness Park. Portions of Aliso Creek Riding and Hiking Trail also require realignment by the County for safe passage. Conditions of existing trails will be improved. New raised push buttons for signalized trail crossings should be provided at Trabuco Road and the Equestrian Center, and sections of the Serrano Creek trail that impede use should be improved by the County.

[1] General Plan Amendment 01-01A, dated July 17, 2001.

**Private Facilities**

In addition to parks and trails, Lake Forest has many private recreational facilities. While some private facilities (such as private parks, tennis courts and swimming pools) are available only to local residents, others are available to the public for a fee such as Serrano Creek Equestrian Center and Lake Forest Golf and Practice Center. The City encourages the inclusion of such facilities in private development, especially those open to the public.

**Facility Development**

Several approaches will be employed to implement the Recreation Plan. The City will encourage and, where appropriate, require the inclusion of recreational facilities and trails within future development pursuant to the Quimby Act. Development proposals within Planned Communities will be reviewed for consistency with park requirements of established development agreements. Other alternative methods to develop parkland will be pursued including open space easements, leaseholds, land donations, community facility districts and gift annuities. Funding for new parks will also be secured from the City General Fund.

The City will also focus on maintaining existing parks and recreational facilities to maximize use and community benefit. These facilities will be used to create a positive environment in Lake Forest to reduce incidences of anti-social behavior. Facilities will be considered for retrofitting according to the Americans with Disabilities Act (ADA) to provide access for all Lake Forest residents. New facilities will be constructed according to ADA requirements.

## NATURAL RESOURCES AND FEATURES

### Biological Resources

Much of the incorporated City is developed and most of the natural habitat remaining is located in the eastern portion of the City. Southern sycamore alder riparian woodland occurs along Serrano and Aliso Creeks. The eastern portion of the City contains large areas of natural habitat including southern sycamore alder riparian woodland and coastal sage scrub. Several sensitive species such as the California gnatcatcher have been observed in the City.[1]

The General Plan Land Use Element establishes an open space system for both recreational and preservation purposes. The open space designations are defined as follows:

**Community Park/Open Space:** The Community Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of the community. This designation includes all public parkland, open space and associated public recreational activities, such as indoor and outdoor sports/athletic facilities, museums, theaters and similar uses.

**Regional Park/Open Space:** The Regional Park/Open Space designation provides for public recreational uses designed to meet the active and passive recreational needs of the community and nearby areas in the region. This designation includes the Limestone/ Whiting Wilderness Park and other County of Orange open space along portions of Serrano Creek and Aliso Creek. This designation applies to land that is generally maintained as natural open space with minimal improvements.

**Open Space:** The Open Space designation provides for private open space designed to meet the active and passive recreational needs of the community. This designation includes open space that is held under private ownership, and includes facilities for active and passive recreational activities. Open space activities include indoor and outdoor sports/athletic facilities, lakes, club houses, meeting rooms, outdoor gathering areas and similar uses, as well as ornamentally landscaped and natural landscaped open areas.

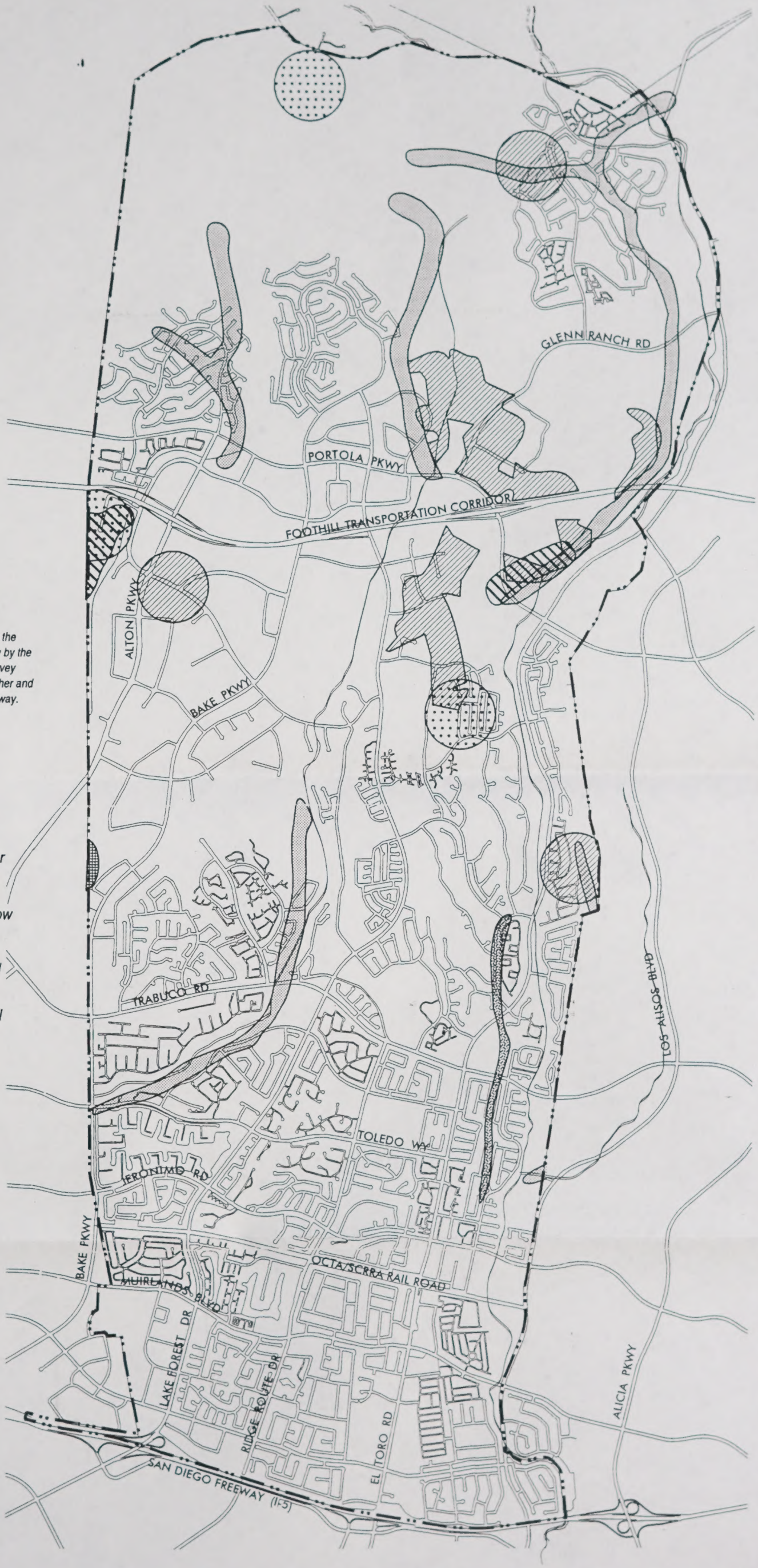
Figure RR-3 shows the extent of the open space system in the Planning Area. The riparian areas along the creeks are encompassed by the open space system and substantial acreage of undisturbed wildlife habitat in the eastern portion of the Planning Area is preserved. Limestone/Whiting Wilderness Park, which contains approximately 1,140 acres of continuous natural habitat, and other open space in the Planning Area total approximately 3,220 acres.[2] While some of the open space is dedicated for active recreational uses, much of the open space will be left in a natural state to support habitat for plant and animal species.

Development proposals will be reviewed for potential biological resource impacts according to CEQA and applicable state and federal wildlife regulation. Where significant impacts are identified, the City will require modifications to the project to avoid the impact, or require mitigation measures to reduce the impact. The focus of the impact assessment will include the following resources:

- Riparian and wetland habitat;
- Coastal sage scrub habitat;
- Rare and endangered plant and animal species;

[1] General Plan Amendment 01-01A, dated July 17, 2001.

[2] General Plan Amendment 99-01, dated May 2, 2000.




NOTE: *Biological surveys have been conducted in the Foothill Transporation Corridor right-of-way by the Transportation Corridor Agencies. The survey results indicate that the California gnatcatcher and cactus wren are not present in the right-of-way.*

- *Southern Sycamore Alder Riparian Woodland*
- *Southern Cottonwood Willow Riparian Forest*
- *San Diego Horned Lizard*
- *Orange Throated Whiptail*
- *Coastal Cactus Wren*
- *California Gnatcatcher*
- *Western Spadefoot*
- *City Boundary*

NORTH 0' 3000'

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SOURCE: *State of California, Department of Fish and Game, Natural Diversity Data Base - San Juan Capistrano, El Toro and Santiago Peak, February 1994.*

*Figure RR-2*
*Sensitive Biological Resources*


SOURCE: Cotton/Beland/Associates

Figure RR-3
Open Space System

- Wildlife movement corridors;
- Habitat fragmentation; and
- Significant tree stands.

The City will also work to perpetuate the viability of regional biological systems. Continued participation in the Coastal Sage Scrub NCCP with the County, local jurisdictions, state and federal agencies, environmental organizations and property owners is expected.

**Water Resources**

Both local and regional water sources are important to the City. Five surface water streams traverse the Planning Area: Aliso Creek, Serrano Creek, Borrego Canyon Wash and two smaller un-named creeks.[1] The Planning Area is divided into three watersheds that contribute water, sediments and dissolved materials to the creeks. Figure RR-4 shows the relationship of the water courses and watershed boundaries.

Two general planning issues are associated with these hydrologic patterns: water quality and flooding. The City's water quality plan is identified below while flood prevention is addressed in the Safety and Noise Element.

Surface streams in urban areas are subject to pollutants and sediment carried in runoff. The pollutants in urban runoff include landscape pesticides and fertilizers, automobile products, and degreasers. Urban pollutants degrade water quality and impact wildlife and plants dependent on aquatic habitat. The City is a co-permittee with the County of Orange in the National Pollution System Discharge Elimination System (NPDES) program, which is designed to reduce pollutants in runoff. According to the NPDES permit, all new development projects and substantial rehabilitation projects will be required to incorporate Best Management Practices (BMPs) as identified in the County Drainage Area Master Plan (DAMP). Implementation of BMPs in Lake Forest will enhance water quality in the surface streams.

Urban activity in Lake Forest affects regional water resources as well as local sources. The water districts serving the Planning Area purchase imported water for distribution. The supply of imported water is limited and conservation efforts are needed to ensure adequate emergency storage and future supply. Water conservation will be encouraged throughout the Planning Area in the following ways:

- Encouraging the local water districts serving the Planning Area to expand the production of reclaimed water and working with the districts to develop new uses for reclaimed water;

- Requiring the use of drought resistant plant species in landscaping for private and public areas, including parks;

- Coordinating with the local water districts and major users to establish water conservation education programs; and

- Requiring the incorporation of water conservation devices, including low-flush toilets, flow restriction devices and water conserving appliances, in new development, public projects and rehabilitation projects.

The City will continue to coordinate with the water districts responsible for monitoring water quality and constructing needed infrastructure improvements.

[1]General Plan Amendment 01-01A, dated July 17, 2001.


SOURCE: San Diego Creek Flood Control Master Plan, April 1989; Cotton/Beland/Associates, City of Lake Forest

Figure RR-4
Creeks and Watershed Boundaries

## Topographic Features

The Lake Forest Planning Area is a transition point between the coastal flood plain and the Santa Ana Mountains. The western portion of the Planning Area is nearly sea level while the northeastern portion becomes progressively higher and steeper, reaching elevations of up to 1,500 feet. Views of the rugged mountains are enjoyed from the western portion and views of the Saddleback Valley floor and the Pacific Ocean are available from the higher elevations in the eastern portion. Five surface streams cut the landscape and provide additional topographic relief.[1]

Preserving the unique topographic character of the Planning Area is important for visual quality and geologic stability. Development proposals will be assessed for potential impacts to important geologic features according to CEQA requirements. Where significant impacts are identified, mitigation measures will be required such as sensitive site planning and grading, revegetation and open space dedication.

## Natural Resource Protection in Planned Communities

Lake Forest has been primarily developed as a series of Planned Communities prior to incorporation. The Planned Communities comprising the City include Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho de los Alisos, Rancho Serrano, Serrano Highlands, Foothill Ranch, Portola Hills and Foothill/Trabuco Specific Plan area.[2] Pursuant to CEQA, EIRs have been prepared for the Planned Communities. The EIRs analyze potential environmental impacts from development and contain requirements to avoid or reduce those impacts.

The City will ensure that important natural resources within Planned Communities are protected as development proceeds. To this end, all development proposals within Planned Communities will be reviewed to 1) confirm that the proposals are consistent with the established development plans and agreements, and 2) confirm that all required mitigation measures from applicable environmental documents are properly implemented and monitored. Additionally, when amendments to development plans are proposed within Planned Communities, environmental impacts will be appropriately assessed according to CEQA requirements.

## Mineral Resources[3]

The Mineral Resources Section of the Recreation and Resources Element is intended to provide appropriate policies for conserving and utilizing the City's mineral resources for current and future development, and to insure that adverse environmental effects on the environment and surrounding land uses resulting from surface mining operations are minimized.

One area in the City, approximately 62 acres in size is classified as an important Mineral Resource Zone (MRZ-2) for PCC-grade aggregate by the State Department of Conservation. This classification indicates that the area has significant mineral deposits or a high likelihood of their presence exists. PCC is an abbreviation for portland cement concrete. PCC grade aggregate is used for a variety of construction uses. Figure RR-5 shows the location of the MRZ-2 area, known as the El Toro Materials Company pit and Lot 22 of Tract 13336 within the Baker Ranch Planned Community.

Chapter 9.30 of the Lake Forest Municipal Code contains regulations that provide for

[1] General Plan Amendment 01-01A, dated July 17, 2001.

[2] General Plan Amendment 01-01A, dated July 17, 2001.

[3] General Plan Amendment 96-01, dated October 29, 1996.

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SOURCE: State of California
Department of Mines and Geology

Figure RR-5

MRZ-2 - Mineral Resource Area

surface mining, quarrying, and processing of mineral resources in a manner which is both environmentally sensitive and compatible with existing and future land uses. The regulations are intended to implement the State Surface Mining and Reclamation Act of 1975 (SMARA) and ensure that sites are excavated in a safe and reasonable manner with progressive reclamation to a natural appearing or otherwise useable condition compatible with adjacent areas.

Under the City's ordinance, every site zoned SG "Sand and Gravel Extraction" has a single comprehensive SG Site Permit which delineates all of the uses permitted on that particular site. An SG site permit consists of the plan of operations, the drainage and erosion control plan, the vehicular access plan, the reclamation plan, and financial assurances.

## HISTORIC, ARCHAEOLOGIC AND PALEONTOLOGIC RESOURCES

### Historic and Archaeologic Resources

Lake Forest has a rich historic past. The area was originally inhabited by the Acagchemem who subsisted simply on acorn products and hunted animals. Spanish explorers arrived during the 1500s and the Acagchemem were displaced by local mission operations. Lake Forest lands were later encompassed by José Serrano's Rancho Cañada de Los Alisos. The rancho lifestyle was dominated by cattle grazing and traditional fiestas to break up days of hard labor.

The rancho system fell after the United States took control of California and Dwight Whiting purchased substantial land holdings that included Lake Forest. Whiting introduced dry farming, fruit farming and later citrus production, and a small town called El Toro developed as a shipping, commerce and social center. Eucalyptus groves, a prominent feature of the Lake Forest landscape, were planted by Whiting for construction wood. The town did not grow substantially until imported water was available to the area in the 1960s. During the 1970s a number of Planned Communities were developed under County jurisdiction with several created lakes. The City of Lake Forest incorporated in 1991.

Several historic structures from the rancho and agricultural eras have been preserved and are presently located in Heritage Hill Historical Park in Lake Forest. The Park includes the Serrano Adobe (circa 1863), El Toro Grammar School (1890), St. George's Episcopal Mission (1891) and the Bennet Ranch House (1908). Several other residential structures from the agricultural era exist outside of the Park but are not known to have any historical or architectural significance.

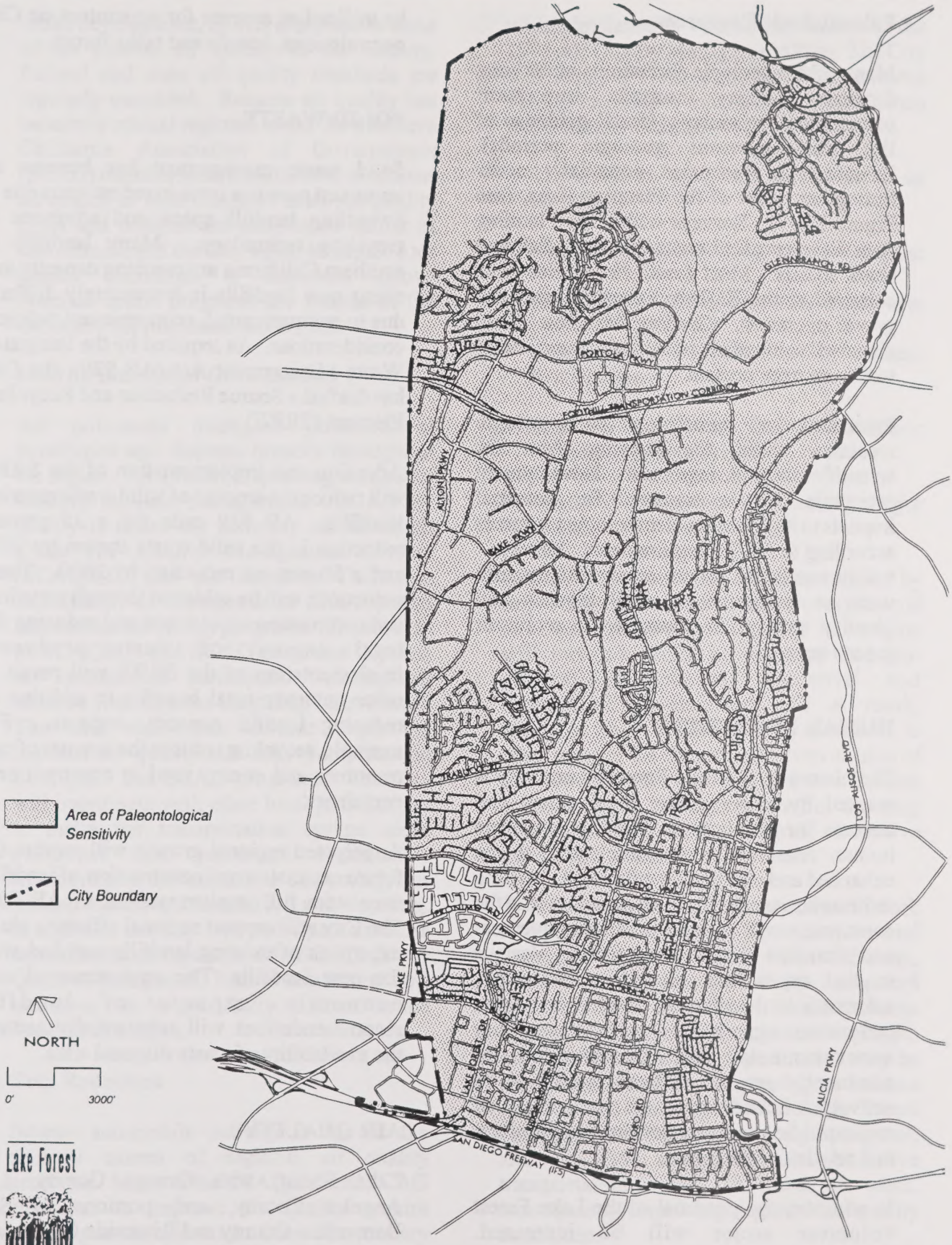
Historic structures will continue to be protected to give Lake Forest residents a sense of community heritage and historical values. To maximize the preservation of important historic remains, the City will assess development proposals for potential historic resource impacts according to CEQA requirements. If a significant historic resource occurs on the project site and the proposed development will impact the resource, the City will either require that the project be modified to avoid impacting the resource or require measures to reduce the significance of the impact.

Subsurface archaeologic evidence of the Acagchemem culture potentially occurred throughout the Planning Area. Figure RR-6 shows the original distribution of potential sensitive archaeologic resources. Much of the terrain has been modified by agricultural activities and development which could have disturbed subsurface archaeologic resources. Development proposals will be assessed for potential impacts to archaeologic resources according to the CEQA requirements. The City will require that significant impacts will either be avoided or mitigated which may involve archaeologic investigation and resource recovery.


Lake Forest General Plan

SOURCE: Orange County EMA

*Figure RR-6*
*Sensitive Archaeologic Areas*




SOURCE: Orange County EMA

*Figure RR-7*
*Sensitive Paleontologic Areas*

**Paleontologic Resources**

Many of the geologic formations underlying Orange County contain important paleontologic resources, (fossil evidence of life from previous geologic periods). Paleontologic resources potentially occur throughout most of the Planning Area, (see Figure RR-7). Surveys within the Planning Area have revealed crocodile, bony fish and shark fossils. Most fossil discoveries have occurred at the El Toro materials sand and gravel operation. Grading has most likely disturbed some of the paleontologic resources that were once present.

Protection of remaining paleontologic resources within the Planning Area for scientific study is important. Development proposals will be assessed for potential impacts to significant paleontologic resources according to CEQA requirements. Surveys will be conducted for projects involving earth work to determine potential impacts and identify appropriate measures to avoid or reduce impacts.

## HUMAN RESOURCES

The history of the Lake Forest community is marked by active public involvement and concern for civic issues. The City considers human resources a valuable asset to be enhanced and continually cultivated. Making information accessible to all groups within the community will support public involvement and stimulate community interest. Various media approaches include newsletters, information brochures, cable television programming, radio and newspaper announcements, and presentations to community groups. Citizen input will be actively solicited during the early stages of major public or private development projects and regulatory programs.

In addition, the potential of the Lake Forest volunteer sector will be increased. Homeowner associations, community groups, business groups and interested individuals will be utilized as sources for appointees on City commissions, boards and tasks forces.

## SOLID WASTE

Solid waste management has become an important resource issue in recent years due to dwindling landfill space and advances in recycling technology. Many landfills in southern California are reaching capacity and siting new landfills is increasingly difficult due to environmental, economic and political considerations. As required by the Integrated Waste Management Act (AB 939), the City has drafted a Source Reduction and Recycling Element (SRRE).

Adoption and implementation of the SRRE will reduce the amount of solid waste entering landfills. AB 939 calls for a 25 percent reduction in the solid waste stream by 1995 and a 50 percent reduction by 2000. These reductions will be achieved through recycling and composting solid waste and reducing the total amount of waste produced. Implementation of the SRRE will result in other environmental benefits in addition to reducing landfill capacity impacts. For example, recycling reduces the amount of raw resources and energy used to construct new containers.

Anticipated regional growth will require the future expansion and construction of landfills even with full implementation of AB 939. The City will support regional efforts to study expansion of existing landfills and find sites for new landfills. The environmental and economic impacts of landfill recommendations will substantially contain the availability of waste disposal sites.

## AIR QUALITY

Lake Forest, with Orange County, Los Angeles County, and portions of San Bernardino County and Riverside County are within the South Coast Air Basin (SCAB). Due to bowl-shaped topography and level of

urban development, SCAB experiences some of the poorest air quality in the country. Federal and state air quality standards are regularly exceeded. Because air quality has become a critical regional issue, the Southern California Association of Governments (SCAG) requires local jurisdictions to address air quality in their General Plans. Air quality goals and policies are established earlier in this element and the City's plan to improve air quality conditions is discussed below. Specific action programs are located in the General Plan Implementation Plan.

**Interjurisdictional Coordination**

Air pollutants disregard jurisdictional boundaries and disperse broadly throughout the region. As a result, improving air quality requires regional management. SCAB air quality is under the authority of the South Coast Air Quality Management District (SCAQMD) and the Southern California Association of Governments (SCAG) also administers air quality programs. The success of SCAQMD and SCAG programs depends on coordinated participation among all affected jurisdictions including Lake Forest. The City will work towards improving regional air quality and fully participate in SCAQMD and SCAG programs. The City will coordinate with other local jurisdictions to make the transportation system more efficient and promote alternative transportation modes such as carpooling, bus transportation, commercial rail and bicycling. In addition, the City will participate in future amendments and updates of the SCAQMD Air Quality Management Plan to ensure that new measures can be practically enforced in the Foothill subregion.

**Trip Reduction**

Intense automobile activity is one of the primary causes of regional air quality problems. Many of the SCAQMD and SCAG strategies to improve air quality require reducing automobile trips. One of the primary tools to reduce trips is the Transportation Demand Management (TDM) ordinance which implements various provisions of the 1991 Air Quality Management Plan. The City will adopt a TDM ordinance that includes various methods to reduce trips and influence travel modes such as:

- Trip reduction programs for the City as an employer;
- Van pool programs for private employers;
- Employee incentives for public transit use;
- Formation of Transportation Management Associations;
- Trip reduction programs for major commercial centers; and
- Alternative transportation modes for major events.

Trip reduction can also be accomplished by improving the local balance between jobs and housing. Lake Forest is located in a region with more residential development than job-generating business, industrial and commercial development. As a result, residents must commute long distances to other parts of the County, and even outside of the County, for employment. Besides contributing to substantial traffic, the long commutes often preclude use of alternative transportation modes.

To reduce commuting trips, the City will work to improve the balance between jobs and housing. In the Land Use Element, considerable undeveloped land is designated for commercial, light industrial and business centers. As these designations are developed, new local employment opportunities may be provided for residents. Improving the balance of jobs and housing in the Lake Forest Planning Area will reduce long commutes, and may allow residents to use alternative transportation modes to travel to work, consequently improving regional air quality conditions.

**Transportation System and Facility Improvements**

Poor air quality conditions are exacerbated by traffic congestion. Cars generate excess emissions when not moving efficiently. The Air Quality Management Plan calls for increasing the efficiency of the transportation system to avoid congestion and reduce emission generation.

The Circulation and Public Facilities/Growth Management Elements contains policies and programs for system management and facility improvements. Transportation system management refers to maximizing the efficiency of the circulation system to minimize delays and congestion. Facility improvements refer to physical improvements to increase system capacity such as adding travel and turn lanes. Service standards and phasing plans are provided to ensure that the capacity of the circulation system can accommodate traffic from new development. Implementation of the Circulation and Public Facilities/Growth Management Elements will increase the efficiency of the City transportation system and consequently improve air quality.

**Reduce Impact of New Development**

Planned growth and development will contribute to pollutant levels, but the City will minimize air quality impacts of new development. Development proposals will be reviewed for potential air quality impacts according to CEQA and the South Coast Air Quality Management District CEQA Air Quality Handbook. Where potential significant air quality impacts are identified, land use and planning techniques will be required to reduce trips and promote alternative transportation modes. Techniques to reduce air quality impacts may include the following:

- Incorporation of a public transit stops;
- Pedestrian and bicycle linkage to commercial centers, employment centers, schools and parks;
- Preferential parking for car pools;
- Traffic flow improvements; and
- Employer trip reduction programs.

Construction activities can generate significant amounts of dust and particle matter. The City will reduce dust generation during construction by restricting outdoor storage of fine particulate matter, requiring liners and covers for trucks transporting fine matter and controlling vehicle operations in unpaved areas under City jurisdiction.

**Energy Conservation**

Energy conservation is another strategy for improving regional air quality. Pollutants are generated by the combustion of fossil fuels to produce electricity, and by the combustion of natural gas. Reducing energy usage decreases the amount of pollutants generated. Energy requirements can be diminished through innovative architectural design, building construction, structural orientation and landscaping.

The City will promote energy conservation by implementing state Title 24 energy performance requirements through City building codes. In addition, the relationship between project design and future energy requirements will be considered when reviewing proposals for new development. Promotion of utility company incentive programs to retrofit existing development with energy efficient lighting, air conditioning and heating systems can be beneficial. Energy will be conserved in public buildings through innovative designs for new buildings and retrofit programs for existing buildings.

Lake Forest

# Safety and Noise Element

General Plan

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# INTRODUCTION

The Safety and Noise Element addresses public safety and quality of life issues. Natural events such as flooding and earthquakes can endanger property and human life while hazardous material use, crime and other human activities can impact community security. High noise levels can cause stress and irritation and must be controlled to preserve community quality. Residents can be protected from potential hazards by identifying threatening situations and taking steps to limit such situations in populated areas. Developing effective strategies to reduce excessive noise is essential for a safe and harmonious living and working environment.

## PURPOSE OF THE SAFETY AND NOISE ELEMENT

The Safety and Noise Element is a comprehensive program to identify and temper environmental factors that potentially threaten community health and safety. Noise and public safety are key factors in the quality of life in a community. By addressing safety and noise early in the planning process, the City can avoid the creation of critical situations. The Safety and Noise Element contains policies and programs to regulate existing and proposed development located in hazard-prone areas. Education of City staff and residents about emergency preparedness is also addressed. Guidelines are established to protect residents from excessive noise and ensure that noise-generating uses will be separated from uses where quiet conditions are valued.

## SCOPE AND CONTENT OF THE SAFETY AND NOISE ELEMENT

The noise and safety components of this Element satisfy the requirements of state planning law. The safety component complies with the requirements for the General Plan public safety element mandated in Government Code Section 65302(g). According to the state requirements, the safety element must address the following hazards if they pertain to Lake Forest:

- Seismically induced conditions, including surface rupture, ground shaking, ground failure, tsunami and seiche;
- Slope instability leading to mudslides and landslides;
- Subsidence and other geologic hazards;
- Flooding;
- Wildland/urban interface fires; and
- Evacuation routes.

Additional public safety hazards are identified in the Master Environmental Assessment. Consequently, hazardous materials, crime and aircraft overflight are also addressed in the Safety and Noise Element.

The noise component complies with the revised state guidelines for the General Plan noise element mandated by the State of California Government Code Section 65301(f) and Health and Safety Code Section 46050.1. Future noise conditions from short- and long-term growth are quantified as noise exposure contours. This noise information serves as the basis to develop guidelines for compatible land uses.

The Safety and Noise Element is comprised of three sections: 1) Introduction; 2) Issues,

Goals and Policies; and 3) the Safety and Noise Plan. In the Issues, Goals and Policies section, major issues pertaining to noise sources and hazardous conditions are identified, and related goals and policies are established. The goals are overall statements of the City's desires and are comprised of broad statements of purpose and direction. The policies serve as guides for reducing the threat from natural and human activity hazards; maximizing community emergency preparedness; and diminishing or avoiding adverse noise effects on residents. The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs for the Safety and Noise Element are contained in the General Plan Implementation Program.

## RELATED PLANS AND PROGRAMS

There are a number of existing plans and programs that directly relate to the goals of the Safety and Noise Element. These plans and programs have been enacted through state and local legislation and are administered by agencies with powers to enforce state and local laws.

### California Environmental Quality Act (CEQA) and Guidelines

The California Environmental Quality Act was adopted by the state legislature in response to a public mandate for a thorough environmental analysis of projects that might adversely affect the environment. The provisions of the law, review procedure and any subsequent analysis are described in the CEQA Law and Guidelines as amended in 1998. Both excessive noise and public safety hazards are recognized as environmental impacts under CEQA. Continued implementation of CEQA will ensure that City officials and the general public assess and mitigate potentially significant noise and public safety impacts from private and public development projects.

### California Noise Insulation Standards (Title 24)

The California Commission of Housing and Community Development officially adopted noise insulation standards in 1974. In 1988, the Building Standards Commission approved revisions to the standards (Title 24, Part 2, California Code of Regulations). As revised, Title 24 establishes an interior noise standard of 45 dB for residential space (CNEL or Ldn). Acoustical studies must be prepared for residential structures to be located within noise contours of 60 dB or greater (CNEL or Ldn) from freeways, expressways, parkways, major streets, thoroughfares, rail lines, rapid transit lines, or industrial noise sources. The studies must demonstrate that the building is designed to reduce interior noise to 45 dB or lower (CNEL or Ldn). New residential structures constructed in the Planning Area are subject to Title 24 standards.

### Alquist-Priolo Special Studies Zones Act

Pursuant to the Alquist-Priolo Special Studies Zones Act, the state Geologist delineates special study zones along traces of potentially and recently active major faults. Affected cities and counties must inform the public of the special studies zones, which usually are one-quarter mile or less in width. Information about special studies zones can be referenced in local General Plans and on other local maps. Proposed development plans within these zones must be accompanied by a report that describes possible surface rupture from a registered geologist.

### Seismic Hazards Mapping Act

The Seismic Hazards Mapping Act requires the state Geologist to compile maps identifying seismic hazard zones. The state Mining and Geology Board established policies and criteria identifying the responsibilities of state and local agencies for development in seismic hazard areas. Approval of development on a site within

seismic hazard zones requires the preparation of a geotechnical report and local agency consideration of the policies and criteria established by the Mining and Geology Board (Public Resources Code Section 2690 et. seq.). Seismic safety maps were considered during the preparation of this element.

**Landslide Hazard Identification Program**

Under the Landslide Hazard Identification Program, the state Geologist is required to prepare maps of landslide hazards within urban and urbanizing areas. Public agencies are encouraged to use these maps in land use planning and decisions about building, grading and development permits (Public Resources Code Section 2687 (a)). Landslide hazards were considered during the preparation of this element.

**Cobey-Alquist Flood Plain Management Act**

The Cobey-Alquist Flood Plain Management Act encourages local governments to plan, adopt and enforce land use regulations for flood plain management, as well as to identify requirements for receiving state financial assistance for flood control. The Safety and Noise Element identifies flood zones and methods to avoid flood hazards.

**Hazardous Waste Management Plan**

The Orange County Fire Department, which responds to all hazardous or toxic spill incidents in the Planning Area, is presently preparing a Hazardous Materials Area Plan. The Plan will guide all emergency response procedures for hazardous materials incidents. All facilities and personnel of the County and affected cities are organized in the Plan to effectively respond to hazardous material emergencies. Hazardous materials and emergency preparedness are discussed in this element.

**San Onofre Nuclear Generating Station (SONGS)**

The San Onofre Nuclear Generating Station is located near the southern boundary of Orange County. The federal and state governments have created three levels of emergency zones surrounding nuclear facilities:

- Emergency Planning Zone: Planning efforts within this zone include emergency sheltering or evacuation;
- Public Education Zone: Lake Forest is located within this zone and educational programs are focused in this zone to ensure that residents are prepared for any problems with the facility; and
- Ingestion Pathway Zone: This zone is created to avoid the ingestion of deposited radioactive materials by humans and livestock.

Southern California Edison, which operates SONGS, will provide notification to all off-site jurisdictions within 15 minutes of declaration of any emergency. At this point, the City will implement procedures established in the Emergency Preparedness Plan (which is described below).[1]

**City of Lake Forest Noise Ordinance**

The City has adopted the County of Orange Noise Control Ordinance, which establishes interior and exterior noise standards for residential areas. The ordinance provides controls for excessive and annoying noise from stationary sources such as industrial plants, pumps, compressors and refrigeration units. In addition, specific noise standards for daytime and nighttime hours are provided. Certain noise sources are prohibited and the ordinance establishes an enforcement process.

[1]General Plan Amendment 00-01, dated May 2, 2000.

Noise ordinance requirements are identified in this element. The City Noise Ordinance does not apply to railroad activities occurring within the OCTA right-of-way (operation, maintenance, construction) or permitted hours for such activities.

### City of Lake Forest Emergency Preparedness Plan

The City is presently preparing an Emergency Preparedness Plan. Until the Plan is approved, the City has adopted the County of Orange Plan for interim use. Additionally, an emergency information guide that identifies City personnel, equipment and facilities to effectively deal with emergency situations is being utilized. An integral component of this element is emergency preparedness planning.

### City of Lake Forest Codes

The City has adopted the 1991 Uniform Building Code, 1991 Uniform Mechanical Code and 1991 National Electrical Code which contain structural requirements for existing and new buildings. The codes are designed to insure structural integrity during seismic and other hazardous events and prevent personal injury, loss of life and substantial structural damage. To protect public safety, planned development in Lake Forest will be subject to these structural codes.

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Safety and Noise Element must be consistent with the other General Plan elements. Each element is independent and all the elements comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs and achievement of community goals. The Safety and Noise Element relates most closely to the Land Use and Circulation Elements.

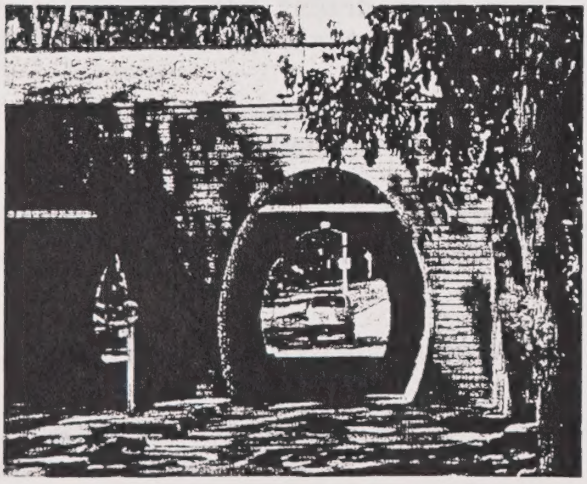
Policies and plans in the Safety and Noise Element are designed to protect existing and planned land uses identified in the Land Use Element from public safety hazards and excessive noise. Potential hazards and noise sources are identified in the Safety and Noise Element, and the programs are established to avoid or mitigate public safety and noise impacts from planned development. Concurrently, the Land Use Element contains policy to ensure that environmental conditions, including hazards and noise, are considered in all land use decisions. The distribution of residential and other sensitive land uses on the Land Use Policy Map is designed to avoid areas where hazardous or noisy conditions have been identified.

The noise component of the Safety and Noise Element is inextricably linked to the transportation policies in the Circulation Element. Transportation noise is largely responsible for excessive noise levels in certain locations in urban environments. The projected noise distribution identified in the Safety and Noise Element directly corresponds to the Circulation Plan. Both the Safety and Noise and Circulation Elements contain policies and plans to minimize the effects of transportation noise on existing and planned land uses. Noise exposure will be a key consideration when locating and designing new arterials.

The noise component of the Safety and Noise Element also relates to the Recreation and Resources Element. Excessive noise can diminish enjoyment of parks and open space, and noise information should be considered in planning new recreational areas. Open space areas can be used to buffer noise-sensitive land uses from noise producers.

# ISSUES, GOALS AND POLICIES

Five major issues are addressed by the goals, policies and implementing actions of the Safety and Noise Element. The issues include: (1) reducing risks associated with natural hazardous conditions, such as geologic conditions, seismic activity and flooding and reducing risks attributable to human-related hazardous conditions, such as aircraft overflights, hazardous materials, fire, and criminal activity; (2) preparedness for emergencies conditions to minimize impacts and reduce recovery time; (3) avoidance of the effects of noise through proper planning and correction of existing noise problems; (4) minimizing the effects of transportation- related noise; and (5) minimizing the effects of non-transportation noise. Each issue and the related goals, policies and implementation actions are identified and discussed in the following section.



## NATURAL HAZARDS AND HUMAN ACTIVITY HAZARDS

The risk associated with certain natural hazards, such as geologic conditions, seismic activity, fire and flooding can be minimized through appropriate planning and preparedness actions. The risk of exposure to such hazards can be reduced to acceptable levels through proper development engineering and building practices.

Certain human activities, such as flying, use of hazardous or toxic materials, use of combustibles, and criminal actions can expose the population risk. The risk of exposure to hazards associated with human activity can be reduced to acceptable levels through proper planning and regulation of human activities.

**GOAL 1.0: Reduction in the risk to the community from hazards associated with geologic conditions, seismic activity and flooding.**

**Policy 1.1:** Reduce the risk of impacts from geologic and seismic hazards.

**Policy 1.2:** Protect the community from flooding hazards.

**GOAL 2.0: Protection of the community from hazards associated with aircraft overflights, hazardous materials use, fire, and ground transportation.**

**Policy 2.1:** Reduce the risk to the community from aircraft overflights.

**Policy 2.2:** Reduce the risk to the community from the use and transport of hazardous materials.

**Policy 2.3:** Reduce the per capita production of household hazardous waste in Lake Forest in concert with the County of Orange plans for reducing hazardous waste.

**Policy 2.4:** Reduce the risk to the community from fire.

**Policy 2.5:** Reduce the risk from ground transportation hazards, such as rail and roadway systems.

**GOAL 3.0 Protection of citizens and businesses from criminal activity.**

**Policy 3.1:** Provide substantive levels of police protection.

**Policy 3.2:** Improve public awareness of ways to reduce criminal activity and Orange County Sheriff's Department responsiveness (Neighborhood Watch, improved communication and education methods).

**Policy 3.3:** Provide an effective approach to reduce graffiti.

## EMERGENCY PREPAREDNESS

Proper preparation for major emergencies is an essential action to minimize the disruption, personal injury, and property damage associated with such events. Preventative measures and preparatory responses before an emergency occurs will hasten recovery from these emergencies.

**GOAL 4.0: Improved ability of the City to respond to natural and human-related emergencies.**

**Policy 4.1:** Support the development of local preparedness plans and multi-jurisdictional cooperation and communication for emergency situations.

**Policy 4.2:** Educate residents and businesses regarding appropriate actions to safeguard life and property during and immediately after emergencies.

## NOISE AND LAND USE PLANNING

Certain portions of the planning area are subject to high noise levels. The consideration of the sources and recipients of noise early in the land use planning process is an effective method of minimizing the impacts of noise on the community's population. Areas already impacted by noise can also have noise reduced through rehabilitative improvements.

**GOAL 5.0: Consideration of the effects of noise in land use planning.**

**Policy 5.1:** Utilize noise/land use compatibility standards as a guide for future planning and development decisions.

**Policy 5.2:** Provide noise control measures, such as berms, walls, and sound attenuating construction in areas of new construction or rehabilitation.

## TRANSPORTATION NOISE

Transportation-related noise is a primary factor affecting the overall quality of life for much of Lake Forest. Reduction of transportation-related noise is an effective approach to dealing with the detrimental effects attributable to excessive noise levels.

**GOAL 6.0: Reduction in the impact of transportation-related noise.**

**Policy 6.1:** Reduce noise impacts to sensitive land uses from transportation noise sources.

## NON-TRANSPORTATION NOISE

Noise sources that are not directly related to transportation include construction noise, manufacturing noise, and property maintenance activities. Such noise sources may be controlled to minimize any exposure to excessive noise levels.

**GOAL 7.0: Reduction in non-transportation noise impacts.**

**Policy 7.1:** Minimize the impacts of noise-producing land uses and activities on noise-sensitive land uses.

## RELATED GOALS AND POLICIES

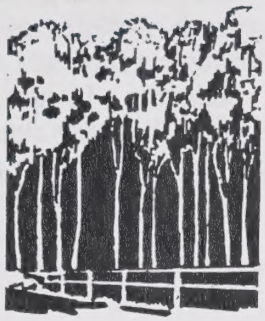
The goals and policies described in the Safety and Noise Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Safety and Noise Element. These supporting goals and policies are identified in Table SN-1.

**TABLE SN-1**
**SAFETY AND NOISE**
**RELATED GOALS AND POLICIES BY ELEMENT**

| Safety and Noise Issue Area | Related Goals and Policies by Element | | | | | |
|---|---|---|---|---|---|---|
| | Land Use | Housing | Circulation | Recreation and Resources | Safety and Noise | Public Facilities/ Growth Management |
| Natural Hazards and Human Activity Hazards | 3.1, 4,2, 6.1, 6.2 | 2.1 | 2.1 | 2.1, 2.4 | | 3.1, 3.2, 4.1 |
| Emergency Preparedness | | | 1.1, 1.2, 1.3, 2.1 | 5.3 | | |
| Noise and Land Use Planning | 3.1, 3.5, 4.1, 4.2, 5.6 | 1.3 | 2.1, 2.3 | | | |
| Transportation Noise | | | 1.1, 1.2, 1.3, 2.1, 2.3 | | | 7.1 |
| Non-Transportation Noise | 3.2 | | | | | |

[1]General Plan Amendment 96-01, dated October 29, 1996.

# SAFETY AND NOISE PLAN



As in most urban settings, natural conditions and human activities occur in Lake Forest which can impact the quality of life. The goals and policies in the previous section establish an aggressive agenda to safeguard community health from natural and human activity hazards and excessive noise. The Safety and Noise Plan defines the City approach for achieving the agenda and generally outlines action programs. The Safety and Noise Element Implementation Program, which is part of the General Plan Implementation Program, is an extension of the Safety and Noise Plan and contains specific programs that the City will enact to protect community well-being.

## NATURAL HAZARDS AND HUMAN ACTIVITY HAZARDS

Risk reduction is essential for creating an attractive and healthful urban environment for residents and businesses. The Lake Forest Planning Area is characterized by diverse topographic features and development patterns. The western portion of the Planning Area is relatively flat and urbanized while the northeastern portion contains steep slopes and is primarily in a natural state. The diverse character of the Planning Area results in a mix of natural conditions and conditions created by humans that could pose hazards to public safety. In addition, the juxtaposition of Lake Forest with Cleveland National Forest pose other hazards.[1] There are many steps the City can take to minimize hazards and protect public health and private property.

This section of the Safety and Noise Plan identifies the City approach for reducing potential hazards from natural conditions and human activities. Natural hazards include geologic conditions, seismic activity and flooding. Human activity hazards include aircraft overflights, hazardous materials, fire and crime.

### Geologic Hazards

The Planning Area is located in a region with active seismic faults and is therefore subject to risks and hazards associated with earthquakes. Seismic activity poses two types of hazards: primary and secondary. Primary hazards include ground shaking, ground displacement, and subsidence and uplift from earth movement. Primary hazards can induce secondary hazards, including ground failure (lurch cracking, lateral spreading and slope failure), liquefaction, water waves (tsunamis and seiche), movement on nearby faults (sympathetic fault movement), and dam failure. Large earthquakes of magnitude 7.0 and greater on the Richter scale are expected to occur along at least one of the active faults in the region within a time period equivalent to the historic record.

No known active fault exists within the Planning Area. Consequently, the potential for ground rupture is low and no Alquist-Priolo Special Study Zone has been established by the state. In addition, the potential for liquefaction from seismic activity is low. While seiche could occur in the created lakes, the Planning Area will not be subject to inundation from dam failure. Slope failure from ground shaking could occur on some of the hillsides in the Planning Area. Ground settlement could occur on sites within a short distance of alluvial valleys or where a site is partially on bedrock formation, or partially on fill with inadequate internal compaction or consolidation of unsuitable soils. These geologic hazards, combined with

[1] General Plan Amendment 00-01, dated May 2, 2000.

ground shaking, can result in substantial structural damage and related loss of life and personal injury.

The City will enact programs to reduce geologic hazards to protect public safety. To minimize hazards from earthquakes and other geologic hazards, the most recent state seismic guidelines and guidelines for other geologic hazards will be implemented for structural design. The stability of residential structures, critical structures and vital emergency facilities will be given particular attention. During the review of development proposals involving slopes, grading, unstable soils and other hazardous conditions, surveys of soil and geologic conditions by a state-licensed engineering geologist will be required. Based on the results of the survey, design measures will be incorporated into projects to minimize geologic hazards. Open space easements will be considered to avoid geologic hazards.

Earthquake preparedness is one of the best methods to minimize human suffering and property damage and accelerate recovery. The City will promote earthquake preparedness in the community with periodic earthquake awareness programs. The programs will be coordinated with emergency service providers and school districts to maximize public participation and effectiveness.

**Flood Hazards**

Five surface water streams traverse the Planning Area: Also Creek, Serrano Creek, Borrego Canyon Wash and two smaller creeks.[1] Floods along any watercourse are inevitable. The potential for flooding in semi-arid environments such as Orange County is increased due to the variation and unpredictability in the amount and intensity of rainfall. While floods are generally perceived as potential hazards, the degree of hazard associated with a flood is related to the type of land uses in the Floodplain. For instance, periodic flooding can benefit agricultural land, and parks can withstand occasional inundation. Floods in residential areas are considered hazardous due to the potential for injury and property damage. Business and commercial activities can be impeded by floods due to facility damage and access problems.

Lake Forest participates in the National Flood Insurance Administration (NFIA) program, which is administered by the Federal Emergency Management Agency (FEMA). The NFIA program provides federal flood insurance subsidies and federally-financed loans for property owners in flood-prone areas. To qualify for federal flood insurance, the City must identify flood hazard areas and implement a system of protective controls. Flood-prone areas in the Planning Area have been mapped by FEMA. Figure SN-1 shows the inundation areas for 100-year and 500-year floods. A 100-year flood means that a flood of this size has a one percent chance of occurring in a given year, and a 500-year flood means that a flood of this size has a 0.2 percent chance of occurring in a given year.

The City will continue to control development in the floodway and floodway fringe. Figure SN-2 shows the schematic diagram of the floodplain including the floodway and floodway fringe. Development will be prohibited in the floodway unless encroachment will not obstruct flows and increase flood levels.

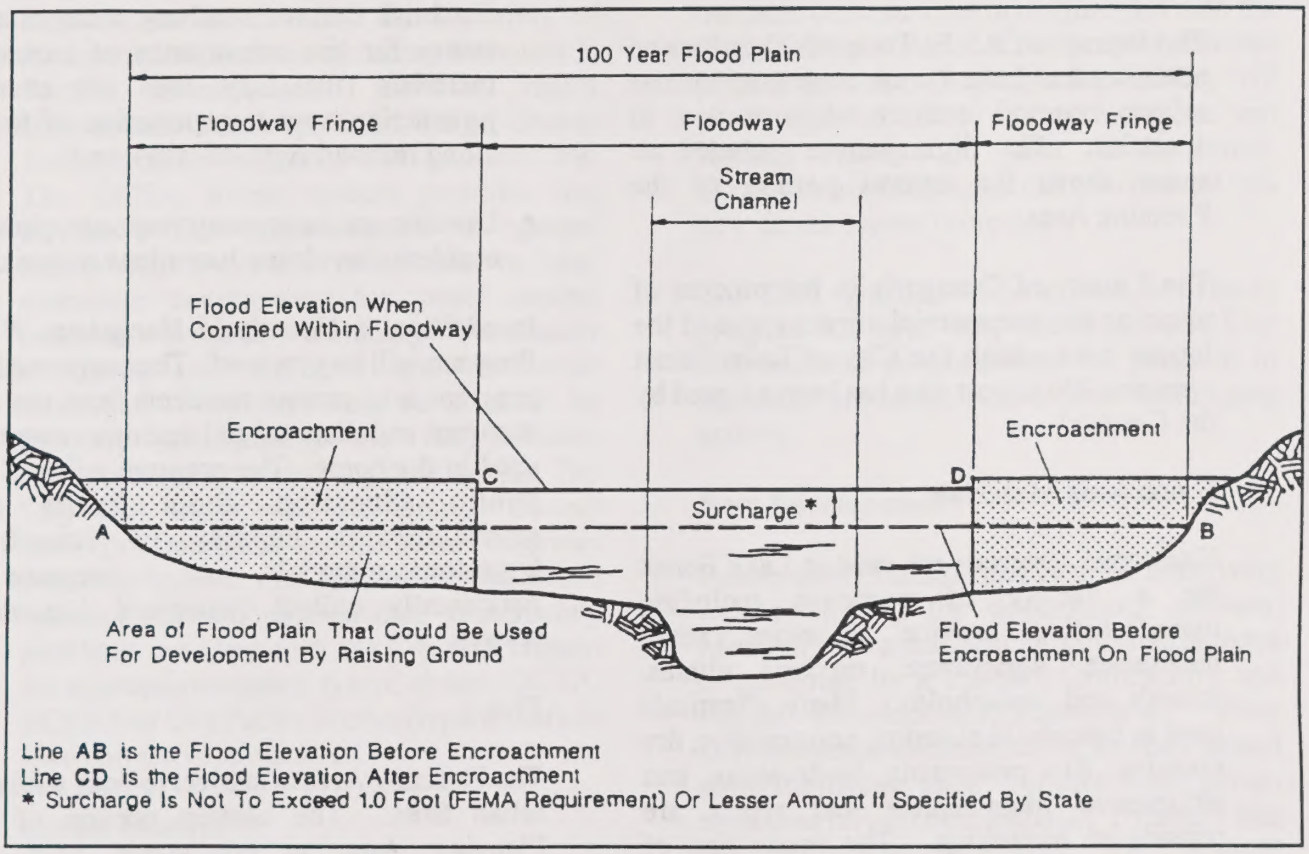
In the floodway fringe, development encroachment will be permitted if the lowest floor of the structure is one foot above the highest estimated flood elevation.

A flood control system has been constructed to direct runoff away from developed areas and prevent flooding. Flood control deficiencies have been identified and improvements have been proposed. The Orange County Flood Control District (OCFCD) is the agency responsible for the

[1] General Plan Amendment 01-01A, dated July 17, 2001.


SOURCE: Federal Emergency Management Agency, Flood Insurance Rate Map, 1989

Figure SN-1
Flood Zones




Lake Forest

General Plan

SOURCE: *Federal Emergency Management Agency, 1986*

*Figure SN-2*
*Floodplain Schematic*

regional drainage facilities while the City controls local facilities. The City will coordinate with OCFCD to ensure regularly scheduled maintenance of flood control channels and completion of necessary repairs. The City will also work with the district to identify needed improvements for new development projects.

**Aircraft Overflight**

The former MCAS El Toro, which is located north-west of Lake Forest, supported intense military aircraft activity while it was in operation. The flight pattern included air space above the central portion of the Planning Area.

The County of Orange is in the process of planning for commercial airport reuse of the former base which the City of Lake Forest opposes. No airport plan has been adopted by the County.[1]

**Hazardous Materials**

Hazardous materials are used in Lake Forest for a variety of purposes including manufacturing, service industries, small businesses, agriculture, medical clinics, schools and households. Many chemicals used in household cleaning, construction, dry cleaning, film processing, landscaping, and automotive maintenance and repair are considered hazardous. The production of common items such as television sets, newspapers, plastic cups and computers generate some hazardous waste. Accidents can occur in the production, transport, use and disposal of hazardous materials and threaten human and environmental health.

The City will work to minimize the accident and health risk from hazardous materials with the following approaches:

- Cooperate with federal, state and local agencies to effectively regulate the management of hazardous materials and hazardous waste;
- Cooperate with the County of Orange to implement applicable portions of the County Hazardous Waste Management Plan;
- Establish defined roadway transportation routes for the conveyance of hazardous materials (the City does not exercise jurisdiction over transportation of freight along railroad right-of-way); and
- Develop an emergency response plan for accidents involving hazardous materials.

In addition, a Household Hazardous Waste Program will be prepared. The purpose of the program is to protect residents from the use, transport and disposal of hazardous materials used in the home. The program will include public education about health and environmental hazards of household hazardous materials, and a program to periodically collect household hazardous wastes.

**Fire**

The Planning Area is subject to both wild and urban fires. The eastern portion of the Planning Area is contiguous with the Cleveland National Forest.[2] The regional natural vegetation is highly prone to wild fire. A fire in the national forest could spread to developed areas of Figure SN-3 illustrates the high fire hazard area. The urbanized portion of the Planning Area is also subject to structural fires.

The City will reduce the potential for dangerous fires by coordinating with the Orange County Fire Department (OCFD) to

[1]General Plan Amendment 00-01, dated May 2, 2000.

[2]General Plan Amendment 01-01A, dated July 17, 2001.

implement fire hazard education, fire protection and fuel modification programs. The current Uniform Fire Code will be used to reduce structural fire hazards. In addition, the City will work closely with the local water districts and the OCFD to ensure that water pressure is adequate for fire fighting purposes.

**Ground Transportation**

Lake Forest is traversed by a variety of transportation systems including Interstate 5, Foothill Transportation Corridor, major arterials and roadways and Orange County Transportation Authority (OCTA) rail line. The OCTA transit system provides bus service. The preponderance of ground transportation systems is an asset to local economic development but poses several potential hazards including automobile accidents, rail accidents and pedestrian accidents. Accidents can be avoided by properly maintaining the transportation infrastructure and correcting deficiencies. The City will work with the Orange County Sheriff's Department and California Highway Patrol to monitor the ground transportation system for hazardous situations. When safety problems are identified, the City will request the appropriate agency, (i.e., Caltrans, OCTA, SCRRA or City Public Works Department), to take corrective measures.

**Crime Control**

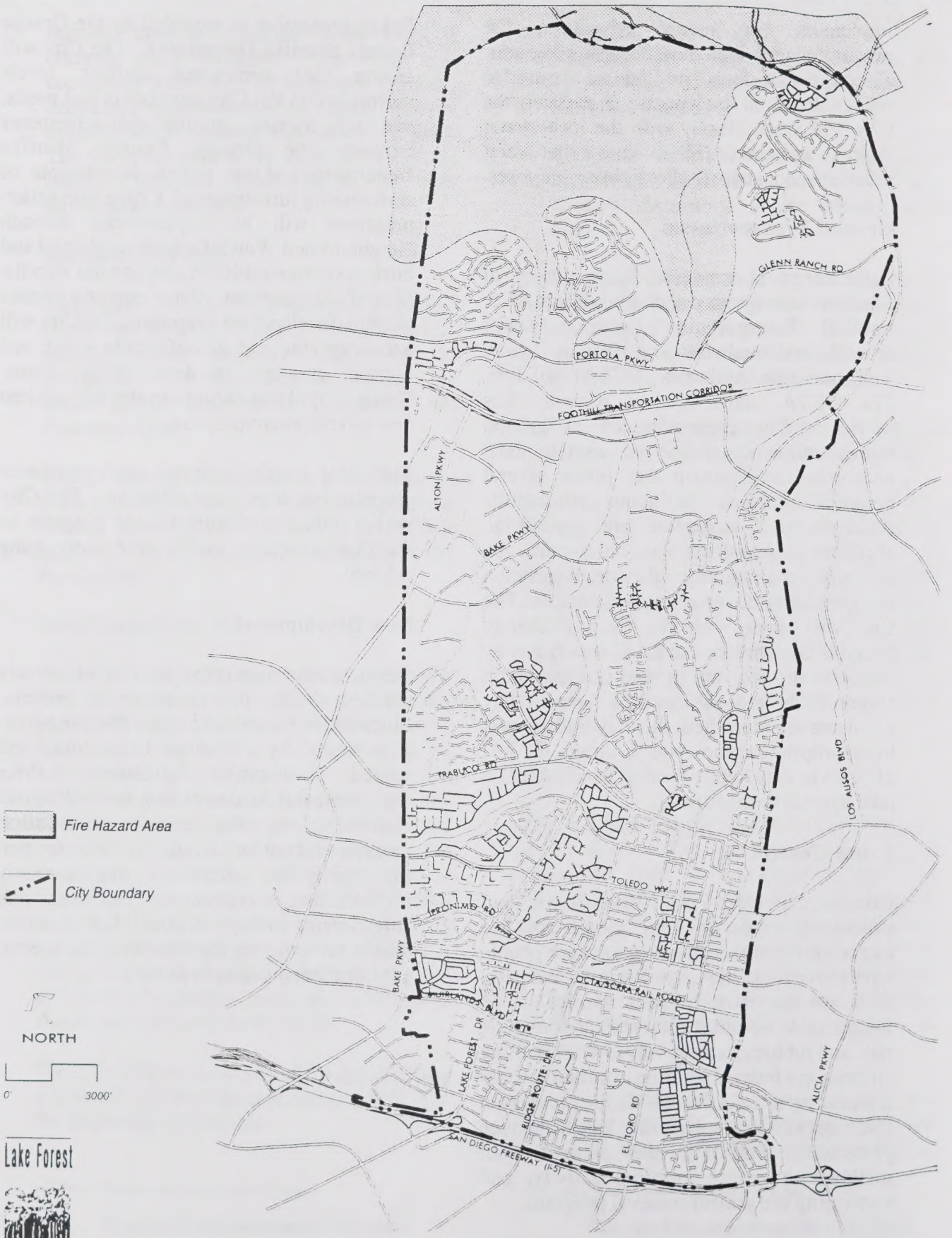
Criminal activity in Lake Forest is lower than in some other parts of Orange County, but has increased during recent years as more people have moved into the City. Burglary and petty theft are the most frequent crimes. The frequency of violent crimes, such as homicide, rape and robbery, is relatively low. Protecting citizens and businesses from criminal activity is a priority in Lake Forest. Crime prevention techniques include substantive levels of police protection, educating the public about methods to reduce criminal activity, and continuing the graffiti removal program.

Police protection is provided by the Orange County Sheriff's Department. The City will ensure that contracted staffing levels correspond to the City population and needs, and will monitor mutual aid agreements between the Orange County Sheriff's Department and the police departments of surrounding jurisdictions. Crime prevention programs will be implemented through Neighborhood Watch for both residential and business communities in conjunction with the Sheriff's Department. When property owners present development proposals, the City will encourage the use of defensible space and lighting concepts to deter on-site crime. Crime control techniques can also be built into new development projects.

The City graffiti removal and avoidance program has been very effective. The City will continue to administer the program to maintain aesthetic quality and deter gang activity.

**New Development**

Public safety hazards can be most effectively reduced during the development process. Much of the vacant land in the Planning Area is governed by a Planned Community and related Development Agreement. Prior environmental documentation for the Planned Communities may require mitigation measures for potential hazards. To ensure that the mitigation measures are properly implemented, development proposals and amendments within Planned Communities will be reviewed for consistency with the prior environmental documentation.




Lake Forest General Plan

SOURCE: Cotton/Beland/Associates, Inc., 1994

*Figure SN-3*
*Area of Fire Hazard*

Development proposals for sites outside of Planned Communities will be reviewed for potential hazards pursuant to the California Environmental Quality Act. The following conditions will be assessed and mitigation measures will be required to ensure public safety:

- Steep slopes, unstable geologic materials and faulting;
- Flooding;
- Brush and structural fires, water pressure for fire fighting purposes;
- Aircraft overflights;
- Hazardous materials use, transport, storage and disposal; and
- Ground transportation hazards (rail and roadway system).

## EMERGENCY PREPAREDNESS

While the City will aggressively implement programs to protect public safety, a modest potential for a catastrophic event will still exist. The best strategy to minimize human suffering and property damage is to establish and maintain an Emergency Preparedness Plan. The purpose of the Emergency Preparedness Plan is to respond to emergency situations with a coordinated system of emergency service providers and facilities. Local Emergency Preparedness Plans serve as extensions of the California Emergency Plan and Emergency Resource Management Plan.

The City of Lake Forest will prepare and maintain an Emergency Preparedness Plan. The Plan will identify resources available for emergency response and establish coordinated actions plans for specific emergency situations and disasters including earthquake, fire, major rail and roadway accident, flooding, hazardous materials incident, civil disturbance, nuclear attack and accident at San Onofre Nuclear Generating Station.

To support the Emergency Preparedness Plan, the City will support a high level of multi-jurisdictional cooperation and communication for emergency planning and response management. Private individuals and organizations will be solicited to enhance local communication and response with cellular telephones, ham radios, AM/FM radio and cable television. Effective emergency response also requires vital facilities such as hospitals, fire stations and communication centers to be functional during disasters. The City will work with emergency providers to ensure that vital facilities are designed and operated to remain functional.

Educating residents and businesses about potential disasters and the Emergency Preparedness Plan can increase the effectiveness of emergency response efforts. An educated public will know how to prevent injury and property damage during and after emergency episodes and know how to find help. The City will work to educate residents and businesses about appropriate actions to safeguard life and property during and immediately after emergencies. Education about emergency preparedness can occur through the distribution of brochures, presentations to civic groups and homeowner associations, and instruction in local schools.

## NOISE AND LAND USE PLANNING

Noise in the Planning Area is the cumulative effect of noise from transportation activities and stationary sources. Transportation noise refers to noise from automobile use, trucking, airport operations and rail operations. Non-transportation noise typically refers to noise from stationary sources such as commercial establishments, machinery, air conditioning systems, compressors and landscape maintenance equipment. Regardless of the type of noise, the noise levels are highest near the source and decrease with distance. Noise is problematic when noise sensitive land uses

are affected. Noise sensitive land uses, defined as activities that are interrupted by noise, include residences, schools, hospitals, religious meetings and recreation areas. Most noise impacts can be avoided when noise sources, sensitive land uses and information about the future noise environment are considered in land use planning and development decisions.

The noise environment for the Planning Area can be described with noise contours based on the major noise sources. Noise contours define areas of equal noise exposure. Future noise contours have been estimated with information about existing and projected development and transportation activity. Figure SN-4 shows the projected noise contours for the Lake Forest Planning Area.[1] The assumptions and methods used to develop the contours are explained in detail in the City Master Environmental Assessment.

**Noise Standards and Land Use Compatibility Guidelines**

To ensure that noise producers do not adversely affect sensitive receptors, the City will use land use compatibility standards when making planning and development decisions. Table SN-2 summarizes City noise standards for various types of land uses. The standards represent the maximum allowable noise level and will be used to determine noise impacts. The noise standards act as City policy for acceptable noise levels for development.

The noise standards are the basis for the development of land use compatibility guidelines, which are presented in a matrix in Table SN-3. The primary purpose of the noise/land use potential conflicts between proposed land uses and the existing and future noise environment. If the noise level of a project falls within Zone A or Zone B, the project is considered compatible with the noise environment. Zone A implies that no mitigation will be needed. Zone B implies that minor soundproofing of the structure may be needed to meet the City noise standards. The project proponent will be required to demonstrate that the noise standards will be met prior to project approval.

If the noise level of a project falls within Zone C, substantial noise mitigation will be necessary to meet the noise standards. Mitigation may involve construction of noise barriers and substantial building sound insulation. However, projects in Zone C can be successfully mitigated. The project proponent must demonstrate that the noise standards will be met prior to issuance of a building permit. If the noise levels falls outside of Zones A, B and C, the project is considered clearly incompatible with the noise environment and should not be approved.

The City Community Development Department will act as the noise control coordinator. This delegation of responsibility will allow consistent and continued enforcement of the established noise standards.

**Noise Impact Areas**

The noise contours will be used as a guide for land use and development decisions. The 60 dB CNEL defines Noise Impact Areas. When noise-sensitive land uses are proposed within the 60 dB CNEL or greater contour, an acoustical analysis must be prepared. For the project to be approved, the analysis must demonstrate that the project is designed to attenuate noise to meet the City noise standards, as defined in Table SN-2. If the project is not designed to meet the noise standards, mitigation measures can be recommended in the analysis. If the analysis demonstrates that the noise standards can be met with implementation of the mitigation measures, the project can be approved with the mitigation measures required as conditions of project approval.

[1] General Plan Amendment 00-01, dated May 2, 2000.


60 Community Noise Equivalent Level (CNEL)

City Boundary

NORTH 0' 8000'

Lake Forest

General Plan

SOURCE: J.J. Van Houten and Associates, October 1993

*Figure SN-4*
*Future Noise Contours*

## TABLE SN-2
## INTERIOR AND EXTERIOR NOISE STANDARDS

| Land Use | Noise Standards[1] | |
|---|---|---|
| | Interior[2,3] | Exterior |
| Residential - Single family, multifamily, duplex, mobile home | CNEL 45 dB | CNEL 65 dB[4] |
| Residential - Transient lodging, hotels, motels, nursing homes, hospitals | CNEL 45 dB | CNEL 65 dB[4] |
| Private offices, church sanctuaries, libraries, board rooms, conference rooms, theaters, auditoriums, concert halls, meeting halls, etc. | Leq(12) 45 dB(A)[6][2] | - |
| Schools | Leq(12) 45 dB(A) | Leq(12) 67 dB(A)[5] |
| General offices, reception, clerical, etc. | Leq(12) 50 dB(A) | - |
| Bank lobby, retail store, restaurant, typing pool, etc. | Leq(12) 55 dB(A) | - |
| Manufacturing, kitchen, warehousing, etc. | Leq(12) 65 dB(A) | - |
| Parks, playgrounds | - | CNEL 65 dB[5] |
| Golf courses, outdoor spectator sports, amusement parks | - | CNEL 70 dB[5] |

NOTES

(1) CNEL: Community Noise Equivalent Level.
Leq(12): The A-weighted equivalent sound level averaged over a 12-hour period (usually the hours of operation).

(2) Noise standard with windows closed. Mechanical ventilation shall be provided per UBC requirements to provide a habitable environment.

(3) Indoor environment excluding bathrooms, toilets, closets and corridors.

(4) Outdoor environment limited to rear yard of single family homes, multifamily patios and balconies (with a depth of 6' or more) and common recreation areas.

(5) Outdoor environment limited to playground areas, picnic areas, and other areas of frequent human use.

(6) Religious institutions (Churches, temples, and other places of worship) of a small size (occupancy) of 100 persons or less) may occupy existing buildings within areas of exterior noise levels ranging from 65 to 75 dB CNEL without providing additional noise insulation for the building.

Source: J.J. Van Houten & Associates.

[1] General Plan Amendment 94-01 - dated July 11, 1995.

# TABLE SN-3
# NOISE/LAND USE COMPATIBILITY MATRIX

| LAND USE CATEGORIES | COMMUNITY NOISE EQUIVALENT LEVEL CNEL | | | | | | |
|---|---|---|---|---|---|---|---|
| | 55 | 60 | 65 | 70 | 75 | 80 | |
| Residential - Single Family, Multi-family, duplex | A | A | B | C[1] | C | | |
| Residential - Mobile homes | A | A | B | C | C | | |
| Transient Lodging - Motels, Hotels | A | A | B | B | C | C | |
| Schools, Libraries, Churches, Hospitals, Nursing/Convalescent Homes, Preschools, Day Care Centers(1)[2] | A | A | B | C | C | | |
| Auditoriums, Concert Halls, Amphitheaters, Meeting Halls | B | B | C | C | | | |
| Sports Arenas, Outdoor Spectator Sport, Amusement Parks | A | A | A | B | B | | |
| Playgrounds, Neighborhood Parks | A | A | A | B | C | | |
| Golf Courses, Riding Stables, Cemeteries | A | A | A | A | B | C | C |
| Office and Professional Buildings | A | A | A | B | B | C | |
| Commercial Retail, Banks, Restaurants, Theaters | A | A | A | A | B | B | C |
| Industrial, Manufacturing, Utilities, Wholesale, Service Stations | A | A | A | A | B | B | B |
| Agriculture | A | A | A | A | A | A | A |

Zone A - Normally Acceptable - Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction without any special noise insulation requirements.[1]

Zone B - Conditionally Acceptable - New construction or development should be undertaken only after detailed analysis of the noise reduction requirement is made and needed noise insulation features in the design are determined. Conventional construction, with closed windows and fresh air supply systems or air conditioning, will normally suffice.

Zone C - Normally Unacceptable - New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of noise reduction requirements must be made and needed noise insulation features included in the design.[1]

Notes: (1) Religious institutions (Churches, synagogues, temples and other places of worship) of a small size (occupancy of 100 persons or less) may occupy existing buildings within areas of exterior noise levels ranging from 65 to 75 dB CNEL without providing additional noise insulation for the building.
(2) Shaded areas indicate new construction or development should generally not be undertaken.
Source: J.J. Van Houten & Associates

[1] General Plan Amendment 95-01 - dated May 16, 1995.

[2] General Plan Amendment 94-01 - dated July 11, 1995.

### Construction Standards

The provisions of the state Noise Insulation Standards (Title 24) will be enforced in Lake Forest. Title 24 specifies that combined indoor noise for multi-family living spaces shall not exceed 45 dB CNEL. This standard must be implemented when the outdoor noise level exceeds 60 dB CNEL. The noise contour map (Figure SN-4) can be used to determine when to implement the standard. Title 24 requires that the standard be applied to all new hotels, motels, apartment houses and multi-family projects. The City will also apply the standard to new single-family development and condominium conversion projects as a matter of policy.[1]

## TRANSPORTATION NOISE

Noise from transportation activity is the primary component of the noise environment in Lake Forest. Transportation noise is related to the transportation corridors that traverse the Planning Area, such as Interstate 5, Foothill Transportation Corridor, major arterials and collector roadways, and the Orange County Transportation Authority (OCTA) railroad.[2] The most efficient and effective means of controlling noise from transportation systems is to reduce the noise at the source.

The City has little direct control over noise produced by transportation sources because state and federal noise regulations preempt local regulations. The state regulates motor vehicle noise.[3] Because the City cannot control noise at the source, City noise programs focus on reducing the impact of transportation noise on the community. Cost effective strategies to control noise impacts are an essential component of this element.

The most effective method for mitigating transportation noise impacts on the community is by utilizing the site design review process and CEQA. During these stages of the development process, potential impacts from transportation noise will be identified and mitigation measures will be required as needed to meet City noise standards. Site planning, landscaping, topography and the design and construction of noise barriers (walls, berms or combination of walls/berms) are the most common method of alleviating traffic and train noise impacts. Setbacks and buffers can also be used to achieve small noise reductions.

Noise attenuating barriers are commonly incorporated into projects and can be extremely effective in reducing noise levels. The effectiveness of the barrier depends on the relative height and materials of the barrier, the noise source, the affected area, the horizontal distance between the source and the barrier, and the horizontal distance between the barrier and affected area. Although noise barriers can be extremely effective, the aesthetic effect of barriers on neighborhoods should be considered.

Noise barriers should be included in the design of roadway, freeway and rail improvements. The City will support efforts by Caltrans, Orange County Transportation Authority, SCRRA and other transportation providers to provide acoustical protection for noise-sensitive development. In addition, the City will request that barriers are constructed as part of freeway, roadway and rail improvement projects to mitigate significant noise impacts. In particular, Interstate 5 and the Foothill Transportation Corridor are prime candidates for barriers to protect the community from excessive transportation noise. Although the City does not have jurisdiction over railroad operation, maintenance, and construction activities

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[1] General Plan Amendment 00-01, dated May 2, 2000.

[2] General Plan Amendment 00-01, dated May 2, 2000.

[3] General Plan Amendment 00-01, dated May 2, 2000.

occurring within the OCTA right-of-way, SCRRA will also be requested to construct noise barriers adjacent to existing unprotected residential areas adjacent to the railroad.

### Noise Control at the Source

The California Vehicle Code contains noise regulations pertaining to the operation of all vehicles on public roads. These noise standards for cars, trucks and motorcycles will be enforced through coordination with the California Highway Patrol and Orange County Sheriff's Department. The City will also regulate traffic flow and coordinate with the Orange County Sheriff's Department to enforce speed limits to reduce traffic noise. Truck and bus noise will be minimized by periodically evaluating and continually enforcing established routes to avoid noise impacts on sensitive receptors. To reduce the production of rail noise, the City will encourage SCRRA to continue to use welded track in good repair within the Planning Area.[1]

## NON-TRANSPORTATION NOISE

Sensitive receptors must also be protected from excessive noise generated by non-transportation sources such as commercial and industrial centers, restaurants and bars, religious institutions and civic centers. Application of the City Noise Ordinance is the best means to control noise from existing noise sources. Noise generated by new development will be effectively controlled through the site design review process and CEQA, and compliance with the City Noise Ordinance. During these preliminary stages in the development process, potential noise impacts will be identified and mitigation measures can be imposed.

When reviewing proposed non-residential projects, noise generation and potential impacts to surrounding development will be considered. Acoustical analyses will be required for projects that will generate noise potentially affecting sensitive receptors. Where significant impacts are identified, mitigation measures will be required. The following mitigation measures could be applied when reviewing proposed projects:

- **Furnaces** - Acoustically treat natural draft and/or forced draft units and combustion air intake plena. Insulation of firing walls and damped and lined ducting are but a few of the treatments that could be considered.

- **Fans** - Air cooled heat exchangers can be provided with silencers where effective (i.e., primarily on small, high-speed air fans). For larger coolers, quieter equipment can be installed.

- **Motors** - Quiet-design motors can be employed and located to minimize impacts on nearby properties.

- **Centrifugal Compressors** - Centrifugal compressors can be equipped with inlet and discharge silencers. Acoustical enclosures may also be considered.

- **Centrifugal Pumps** - Centrifugal pumps may be equipped with suction and discharge piping that has been acoustically treated. Acoustical enclosures may be considered.

- **Steam and Gas Generators** - Acoustical enclosures for turbines may be effective in reducing noise. Inlet and discharge piping may be acoustically treated and expansion joints added or comparable attenuative modifications made to minimize structure-borne vibrations.

- **Control Valves** - Quiet valves should be used whenever available. In other circumstances, in-line silencers can be employed.

[1] General Plan Amendment 00-01, dated May 2, 2000.

- **Atmospheric Vents, Exhaust and Intakes** - Noise vents should be equipped with silencers. Where safety is not an overriding concern, vents should be positioned close to the ground or below grade.

- **Paging Systems** - Loudspeaker paging systems shall be regulated pursuant to the City's noise ordinance. Whenever possible suitable alternatives such as radio or visual paging systems should be utilized.

- **Delivery/Loading Areas** - Limit delivery hours for stores with loading areas or docks fronting, bordering, or gaining access in driveways next to noise sensitive uses.

- **Operating Hours** - Restrict operation hours at night to minimize impacts to adjacent residential uses.

In addition, all City departments must comply with state and federal OSHA noise standards. Any new equipment or vehicle purchased by the City will comply with local, state and federal noise standards.

**Noise Ordinance**

The City Noise Ordinance is designed to protect people from non-transportation noise sources such as music, construction activity, machinery and pumps, and air conditioners. Enforcement of the ordinance ensures that adjacent properties are not exposed to excessive noise from stationary sources. Enforcing the Noise Ordinance includes requiring proposed development projects to show compliance with the ordinance, and requiring construction activity to comply with established work schedule limits. The Noise Ordinance does not apply to railroad operation, maintenance and construction activities occurring with the OCTA right-of-way or the permitted hours for such activities. The ordinance will be reviewed periodically for adequacy and amended as needed to address community needs and development patterns.

# Public Facilities/ Growth Management Element

Lake Forest

General Plan

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# INTRODUCTION

Lake Forest is part of the large and fast-growing southern California region. Public facilities for urban growth must be viewed within this regional context. The majority of the Lake Forest Planning Area is developed and adequately served by utility infrastructure and public facilities, (such as water and sewer service, roadway system and schools).[1] Most of the vacant land in the Planning Area is subject to development standards established under approved Planned Communities, and infrastructure and public facilities improvements are planned to serve the new development. Proper management and phasing of growth in concert with augmenting the capacity of infrastructure and public facilities will ensure adequate service for Lake Forest residents and businesses. Continued coordination between local and regional jurisdictions will allow the City to participate in efforts to balance growth in southern California with regional infrastructure systems, and to reduce adverse effects from regional growth on Lake Forest.

## PURPOSE OF THE PUBLIC FACILITIES/GROWTH MANAGEMENT ELEMENT

The primary purpose of the Public Facilities/Growth Management Element is to ensure that growth and development correspond to the provision of adequate public facilities. The Public Facilities/Growth Management Element expresses the City's intention to ensure acceptable service levels for public facilities as development occurs.

New residential and business centers will require connections to basic utilities such as water, sewer, electricity, natural gas and communication services. Schools and fire and police protection will also be needed by new development. The capacity of the infrastructure and facilities for such services may require expansion to accommodate the new demand. New community growth will also affect the regional transportation system. In making land use decisions, the City will consider the availability of public facilities and ensure that service is not diminished by increased population levels.

## SCOPE AND CONTENT OF THE ELEMENT

The basis for this element is Measure M which requires Orange County cities to adopt a growth management element to receive funds for transportation improvements. The element also fulfills the requirements for a Congestion Management Plan (CMP) pursuant to Assembly Bill 471 and implements the goals of the Orange County Growth Management Plan Element, Southern California Association of Governments (SCAG) Growth Management Plan and the South Coast Air Quality Plan. All of these regional plans are summarized in the next section entitled "Related Plans and Programs."

The Public Facilities and Growth Management Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Public Facilities/Growth Management Plan. In the Issues, Goals and Policies section, major issues related to the provision of public facilities for planned growth are identified, and related goals and policies are established.

The goals are overall statements of the City's desires and are comprised of broad statements of purpose and direction. The policies serve as guides for planning infrastructure and

[1] General Plan Amendment 01-01A, dated July 17, 2001.

facility improvements to accommodate anticipated population growth, maintaining acceptable service levels while development occurs, balancing housing with non-residential uses that generate jobs, and coordinating with local and regional jurisdictions to phase growth with capacity enhancement of regional facilities. The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs for this element are contained in the General Plan Implementation Program.

## RELATED PLANS AND PROGRAMS

### Revised Traffic Improvement and Growth Management Ordinance (Measure M)

Orange County voters approved Measure M in 1990 to allocate additional funds to provide needed transportation facilities in Orange County. Measure M specifically authorizes a half-cent retail sales tax increase for a period of 20 years effective April 1, 1991. The monies received from Measure M are returned to local jurisdictions for use on local and regional transportation improvements and maintenance projects. The tax is estimated to raise approximately $3.1 billion countywide over the next 20 years. The estimated average annual allocation per County Growth Management Areas is approximately $454,500. To quality for this revenue, however, Measure M requires each city to comply with the Orange County Division, League of California Cities, Countywide Traffic Improvement and Growth Management Program. The Countywide Growth Management Program is designed to achieve a cooperative process among local Orange County jurisdictions to coordinate and implement traffic improvements and stronger planning on a countywide basis.

To receive its allocation of Measure M funds, each city must submit a statement of compliance with the growth management components which are summarized as follows:


1. Adoption of a Growth Management Element that includes:
   - Traffic Level of Service (LOS) standards;
   - Development mitigation program; and
   - Development phasing and annual monitoring program.
2. Participation in interjurisdictional planning forums.
3. Development of a seven-year Capital Improvement Program.
4. Address housing options and job opportunities.
5. Adoption of a Transportation Demand Management Ordinance.

Measure M establishes different Growth Management Element requirements for both developed and developing communities. The Lake Forest Planning Area is considered a developed community. The City is primarily urbanized and public facility and utility infrastructure are established for the developed areas. While vacant land exists in the northeastern portion of the City, most of the land is subject to development standards established by approved Planned Communities.[1] The development agreements for the Planned Communities address public facility requirements. Service providers have incorporated development of the Planned Communities in long-range facility plans and facilities either exist or are planned to accommodate the development. As a developed community, the Lake Forest Growth Management Element must only address the transportation-related requirements. The City, however, has expanded the scope of the element to address other public facilities to better monitor development within the community.

**Congestion Management Plan**

Assembly Bill 471 (AB 471), as subsequently modified by Assembly Bill 1791, requires every urbanized city and county with a population of 50,000 or more, to adopt a Congestion Management Plan (CMP) to reduce traffic congestion. A city or county that does not comply with the CMP requirement will lose gasoline sales tax revenue to which it would otherwise be entitled. The CMP requirements include traffic level of service (LOS) standards, a trip reduction program, and a seven-year capital improvements program for traffic and transit. Many of the AB 471 requirements are the same or similar to the requirements of Measure M (discussed below). The County has attempted to reconcile overlapping requirements through the Measure M implementation guidelines. The County of Orange has adopted a CMP for both incorporated and unincorporated areas and a CMP highway system is identified. Two Lake Forest arterials are included in the CMP highway network and policies in the Circulation and Public Facilities/ Growth Management Elements implement the CMP requirements.

**Southern California Association of Governments (SCAG) Growth Management Plan**

The SCAG Growth Management Plan recommends ways to redirect the regional growth to minimize traffic congestion and better protect environmental quality. The goals of the Growth Management Plan include balancing jobs and housing. The policies of the Lake Forest Public Facilities/Growth Management Element reflect many of the SCAG recommendations.

**Foothill Circulation Phasing Plan (FCPP)**

The Foothill Circulation Phasing Plan was adopted by the County of Orange in 1987 to ensure that new development in the Foothill Area is balanced with improvements to the regional road network. A quantitative link between the phasing of future residential development and road improvements is provided. The FCPP consists of a financing plan for a phased construction program which is tied to an approved schedule of residential development. Lake Forest is located in the Foothill Area and is subject to the FCPP.

**Orange County Growth Management Plan Element**

The purpose of the Orange County Growth Management Plan Element is to ensure that the planning, management and implementation of traffic improvements and public facilities are adequate to meet the current and projected needs of Orange County. The County of Orange is divided into eleven Growth Management Areas (GMAs) and the

[1] General Plan Amendment 01-01A, dated July 17, 2001.

City of Lake Forest is located in GMA Number 1, (the Foothill GMA), along with portions of the Cities of Mission Viejo and San Juan Capistrano and unincorporated county areas. The Plan establishes the following five major policies:

1. **Development Phasing:** Development will be phased according to Comprehensive Phasing Plans (CPPs) adapted by the County. Phasing will be lined to roadway and public facility capacities.

2. **Balanced Community Development:** Development will be balanced to encourage employment of local residents and both employment and employee housing, in the County as well as in individual GMAs.

3. **Traffic Level of Service:** Future development creates the need for improvements to major intersections significantly impacted by growth, and a developer fee program is included to pay for improving affected intersection on a pro-rata basis.

4. **Traffic Improvement Programs:** The Plan requires that all new development provides necessary transportation facilities and intersection improvements as a condition of development approval.

5. **Public Facility Plans:** The Plan requires comprehensive public facility plans for fire, sheriff's department/ police, and library services. New development participates on a pro-rata basis.

To implement the above policies, the Growth Management Plan Element sets forth four implementation programs:

1. **Growth Management Areas (GMAs):** The Plan calls for the establishment of Growth Management Areas to implement the Comprehensive Phasing Plans.

2. **Facility Implementation Plans (FIPs):** These plans address the financing of transportation, police/sheriff's department, fire, library facilities and flood control for each GMA in accordance with the goals, objectives and policies of the Growth Management Plan Element.

3. **Countywide Implementation of Growth Management Plan:** This involves an annual evaluation of compliance with development phasing, planned roadway and/or public facility development, and maintenance of service levels.

4. **Traffic Improvement/Public Facility Development Agreements:** This program requires that any public service or traffic improvements implemented through Development Agreements must be consistent with the overall Orange County Growth Management Plan Element.

The Orange County Growth Management Plan Element further provides that additional implementation programs may be developed as deemed necessary by the County.

**Planned Communities**

Lake Forest has been primarily developed as a series of Planned Communities prior to incorporation. The Planned Communities comprising the incorporated City include Lake Forest, El Toro, Baker Ranch, Pacific Commercentre, Rancho de los Alisos, Rancho Serrano, Serrano Highlands, Foothill Ranch, Portola Hills and Foothill/Trabuco Specific Plan area.[1] The county of Orange entered into development agreements with many of the property owners of the Planned Communities. The provision of public facilities is typically required in the development agreements. Most of the future development in Lake Forest will be under one of these Planned Communities, and public facilities to serve the

[1]General Plan Amendment 01-01A, dated July 17, 2001.

needs of anticipated residents and businesses will be constructed pursuant to the established development agreements.

### Water and Sewer Facility Plans

Three districts provide water and sewer service to the Lake Forest Planning Area. El Toro Water District (ETWD), Trabuco Canyon Water District (TCWD), and Irvine Ranch Water District (IRWD) serve the City. All of the districts have long-range Master Plans identifying existing and planned facilities to accommodate anticipated development.[1] The ETWD Master Plan was last updated in 1990 and is based on anticipated population growth. Because the Lake Forest portion of the ETWD service area is primarily built out, few capacity enhancement improvements are identified.

IRWD provides water and sewer service to the majority of the City. IRWD has updated the Master Plan for water and sewer service in 2000 and 1992, respectively based on land use information provided by the county, and City of Irvine.[2] TCWD provides water and sewer service for a developed portion of Portola Hills.

### Saddleback Valley Unified School District

The entire Planning Area lies within the Saddleback Valley Unified School District. The SVUSD school facilities Master Plan is based on the development levels established for the Planned Communities. Existing or planned elementary, intermediate and high schools are available to accommodate planned growth.

### Police Services, Fire Protection, Library and Flood Control Plans

Fire protection, police services, library and flood control facilities are addressed in the Facilities Implementation Plan for Growth Management Area Number 1 (Orange County Growth Management Plan Element). All of these services are presently provided by the County of Orange.[3] Funding for future fire and library facilities will come from the Development Fee Program for Fire Stations and Branch Libraries and Development Agreements. Funding for future law enforcement facilities will be collected from agreement participants. The Flood Control Component of the County Public Services and Facilities Element provides a conceptual drainage Master Plan for GMA Number 1.

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

According to state planning law, the Public Facilities/Growth Management Element must be consistent with the other General Plan Elements. Each element is independent and all the elements comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs and achievement of community goals. The Public Facilities/Growth Management Element relates most closely to the Land Use Element, Circulation Element, and Recreation and Resources Element.

[1] General Plan Amendment 01-01A, dated July 17, 2001.

[2] General Plan Amendment 01-01A, dated July 17, 2001.

[3] General Plan Amendment 01-01A, dated July 17, 2001.

Utilities and urban services must be available to implement the planned development identified in the Land Use Element. The Public Facilities/Growth Management Element establishes policy to coordinate facilities for new development with providers.

Additional policies and plans in the Public Facilities/Growth Management Element focus on minimizing the regional impacts, including air quality and circulation impacts, of planned local development. Specific policies and plans in the Circulation Element and Recreation and Resources Element support the growth management goals related to improving regional air quality and maintaining an efficient regional transportation system. Policies and plans in these other elements address greater use of alternative transportation modes, circulation improvements for efficient traffic flow, and improved balance of jobs and housing.

# ISSUES, GOALS AND POLICIES

The following nine major issues are addressed by the goals and policies of the Public Facilities Element: availability of adequate (1) water and sewage treatment and distribution facilities; (2) natural gas, electricity and telephone service; (3) fire protection and law enforcement facilities and services; (4) flood control facilities and maintenance; (5) libraries; (6) public schools to serve existing and future development; and (7) transportation facilities. The final issue areas include: (8) the need to improve the jobs/housing balance in the community; and (9) the need for coordination and cooperation among public agencies to address major public facilities that are regional in nature. Each issue and the related goals, policies and implementation actions are identified and discussed in the following section.

## WATER AND SEWER SERVICE

Water and sewer service is an essential component of the infrastructure needed to support urban development. These services are provided by several special service districts including the El Toro Water District, the Trabuco Canyon Water District and the Irvine Ranch Water District.[1]

**GOAL 1.0: Effective coordination with local water and sewer service districts.**

**Policy 1.1:** Work closely with local water and sewer districts in determining and meeting community needs for water and sewer service.

[1]General Plan Amendment 00-01A, dated July 17, 2001.

## NATURAL GAS, ELECTRICITY, AND COMMUNICATIONS

Natural gas is provided by the Southern California Gas Company, electricity is provided by Southern California Edison, telephone service is provided by Pacific Bell, and cable television service is provided by Cox Communications[2]. These sources of energy and communication are necessary to support existing and future development in the community.

**GOAL 2.0: Effective coordination with providers of natural gas, electricity, telephone and cable television service.**

**Policy 2.1:** Work closely with local providers of energy and communications in determining and meeting community needs for energy and communications, and to underground overhead transmission facilities.

## FIRE PROTECTION AND LAW ENFORCEMENT

Fire protection is provided by Orange County Fire and law enforcement is provided by the Orange County Sheriff's Department. Both services are essential to the safety of the population of Lake Forest.

**GOAL 3.0: Effective coordination with Orange County Fire and Orange County Sheriff's Department.**

**Policy 3.1:** Work closely with Orange County Fire and the Orange County Sheriff's Department in determining and meeting community needs for safety facilities and services.

[2]General Plan Amendment 01-01A, dated July 17, 2001.

**Policy 3.2:** Periodically evaluate level of service to ensure that Lake Forest has appropriate levels of fire, police and emergency medical services.

## FLOOD CONTROL

Flood control facilities and maintenance are provided by Orange County Flood Control District and the City of Lake Forest. Flood control is another essential safety service necessary to ensure the desired quality of life in the community.

**GOAL 4.0: Effective coordination with the Orange County Flood Control District.**

**Policy 4.1:** Work closely with the Orange County Flood Control District in determining and meeting community needs for flood control facilities and maintenance.

## LIBRARIES

Libraries and library service are provided by the Orange County Library system. The availability of reading and reference material to all members of the community is an important measure of the quality of life in Lake Forest.

**GOAL 5.0: Effective coordination with the Orange County Library.**

**Policy 5.1:** Work closely with the Orange County Library in determining and meeting community needs for library facilities and services, including hours of operation.

## SCHOOLS

Public education is a valued resource provided by the Saddleback Valley Unified School District in Lake Forest. The community benefits greatly from the quality of its public schools and the opportunities for joint use of City and School District facilities.

**GOAL 6.0: Effective coordination with the Saddleback Valley Unified School District.**

**Policy 6.1:** Work closely with the Saddleback Valley Unified School District in determining and meeting community needs for public education and related activities.

## TRANSPORTATION

Many of the regional transportation facilities are not adequately sized to accommodate existing and projected growth. In response to this situation, Orange County voter approved a measure (Measure M) in 1990 and the Foothill Corridor Phasing Plan to allocate additional funds to provide needed transportation facilities.

**GOAL 7.0: Adequate transportation facilities for the population of Lake Forest.**

**Policy 7.1:** Work closely with the County of Orange, Caltrans, surrounding jurisdictions, and other transportation agencies to provide needed transportation facilities.

## JOBS/HOUSING BALANCE

Creating communities where people can both live and work in relatively close proximity shortens commuting and encourages the use of alternative forms of transportation to and from work. This can reduce overall traffic congestion and improve regional air quality.

**GOAL 8.0: Balance between jobs and housing in Lake Forest.**

**Policy 8.1:** Utilize information on the jobs/housing balance in the City and region as a factor in land use decision-making.

## INTERJURISDICTIONAL COORDINATION AND COOPERATION

Lake Forest is one of 33 cities in Orange County and many of the issues and opportunities facing the community can only be resolved through mutually cooperative efforts.[1] Planning for solid waste disposal and recycling, air quality improvement, and transportation are a few examples of issues that lend themselves to cooperative solutions.

**GOAL 9.0: Effective coordination and cooperation with other public agencies to address regional issues and opportunities.**

**Policy 9.1:** Participate with other public agencies in cooperative efforts to address important regional issues.

**Policy 9.2:** Monitor major new developments proposed in adjacent communities to ensure that impacts on Lake Forest are mitigated.

## RELATED GOALS AND POLICIES

The goals and policies described in the Public Facilities/Growth Management Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from other elements directly or indirectly support the goals and policies of the Public Facilities/Growth Management Element. These supporting goals and policies are identified in Table PFGM-1.

[1] General Plan Amendment 01-01A, dated July 17, 2001.

## TABLE PFGM-1
## PUBLIC FACILITIES/GROWTH MANAGEMENT RELATED GOALS AND POLICIES BY ELEMENT

| Public Facilities/ Growth Management Issue Area | Related Goals and Policies by Element | | | | | |
|---|---|---|---|---|---|---|
| | Land Use | Housing | Circulation | Recreation and Resources | Safety and Noise | Public Facilities/ Growth Management |
| Water and Sewer Service | 3.1, 3.3, 4.1, 4.2 | | | 2.2, 2.3 | | |
| Natural Gas, Electricity and Communications | 3.1, 3.3, 4.1, 4.2 | | | | | |
| Fire Protection and Law Enforcement | 3.1, 3.3, 4.1, 4.2 | | | | 2.4, 3.1, 3.2, 3.3, 4.1, 4.2 | |
| Flood Control | 3.1, 3.3, 4.1, 4.2 | | | 2.1, 2.4 | | |
| Libraries | 3.1, 3.3, 4.1, 4.2 | | | | | |
| Schools | 3.1, 3.3, 4.1, 4.2 | | | | | |
| Transportation | 3.1, 3.3, 4.1, 4.2 | 1.5 | 1.1-1.3, 2.1-2.3, 3.1-3.4, 4.1-4.3, 5.1-5.3, 6.1-6.3, 7.1-7.3 | 7.1, 7.3, 7.4, 7.6 | 6.1 | |
| Jobs/Housing Balance | 2.1, 4.2, 5.1, 5.2, 5.3, 5.4, 5.5 | 1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7 | | 7.5 | | |
| Interjurisdictional Coordination and Cooperation | 3.3 | | 1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7 | 1.7, 7.1 | | |

[1]General Plan Amendment 96-01, dated October 29, 1996.

# PUBLIC FACILITIES/GROWTH MANAGEMENT PLAN

Sustainable growth and development in Lake Forest and the southern California region is dependent on the availability of adequate public facilities and infrastructure. New development must correspond to capacity improvements and the extension of new facilities. The Public Facilities/ Growth Management Plan addresses managing growth according to the availability of public facilities and services. Development of the Planning Area is related to regional growth. Environmental quality in Lake Forest is affected by regional growth, but regional facilities, such as the transportation system, are affected by new development in Lake Forest.

This Plan, based on the goals and policies identified in the previous section, represents the City approach for managing planned development and public facilities. The Public Facilities/ Growth Management Element Implementation Program, which is part of the General Plan Implementation Program, is an extension of the Public Facilities/Growth Management Plan and contains specific programs to coordinate planned development with public infrastructure and facility improvements.

A principle component of the Public Facilities/Growth Management Plan is the Public Facilities/Services Advisory Network (PFSA Committee). The purpose of the PFSA Network is to regularly bring together City community development and public works staff, and the providers of utilities and public services. Providers will be informed about new development projects during the early planning phases. In turn, providers can inform City staff about potential impacts to utilities and public services and required system improvements. Through the PFSA Network process, the City will ensure that utilities and public services are expanded in concert with development. The PFSA Network will also provide a forum to discuss facility and service maintenance issues.

## WATER AND SEWER SERVICE

Good municipal water and sewer service is necessary to protect public health in urban settings. Three districts provide water and sewer service to the Planning Area, El Toro Water District (ETWD), Irvine Ranch Water District (IRWD), and Trabuco Canyon Water District (TCWD).[1] Figure PFGM-1 shows the service areas of the districts. The districts treat and distribute water purchased from the Metropolitan Water District, which imports water from northern California and the Colorado River. Wastewater is collected by the districts and directed to local and regional treatment plants in conjunction with the Aliso Water Management Agency. ETWD presently reclaims water which is used for landscape irrigation.

Because the western portion of the City is primarily developed, water and sewer infrastructure is in place and few improvements will be required to accommodate new development. In the undeveloped portions of the eastern area, water and sewer lines must be extended to serve planned development.[2] Master Plans for IRWD and TCWD identify facilities needed to accommodate development of the Planned Communities. In addition, water and sewer infrastructure improvements are addressed in the development agreements for the Planned Communities.

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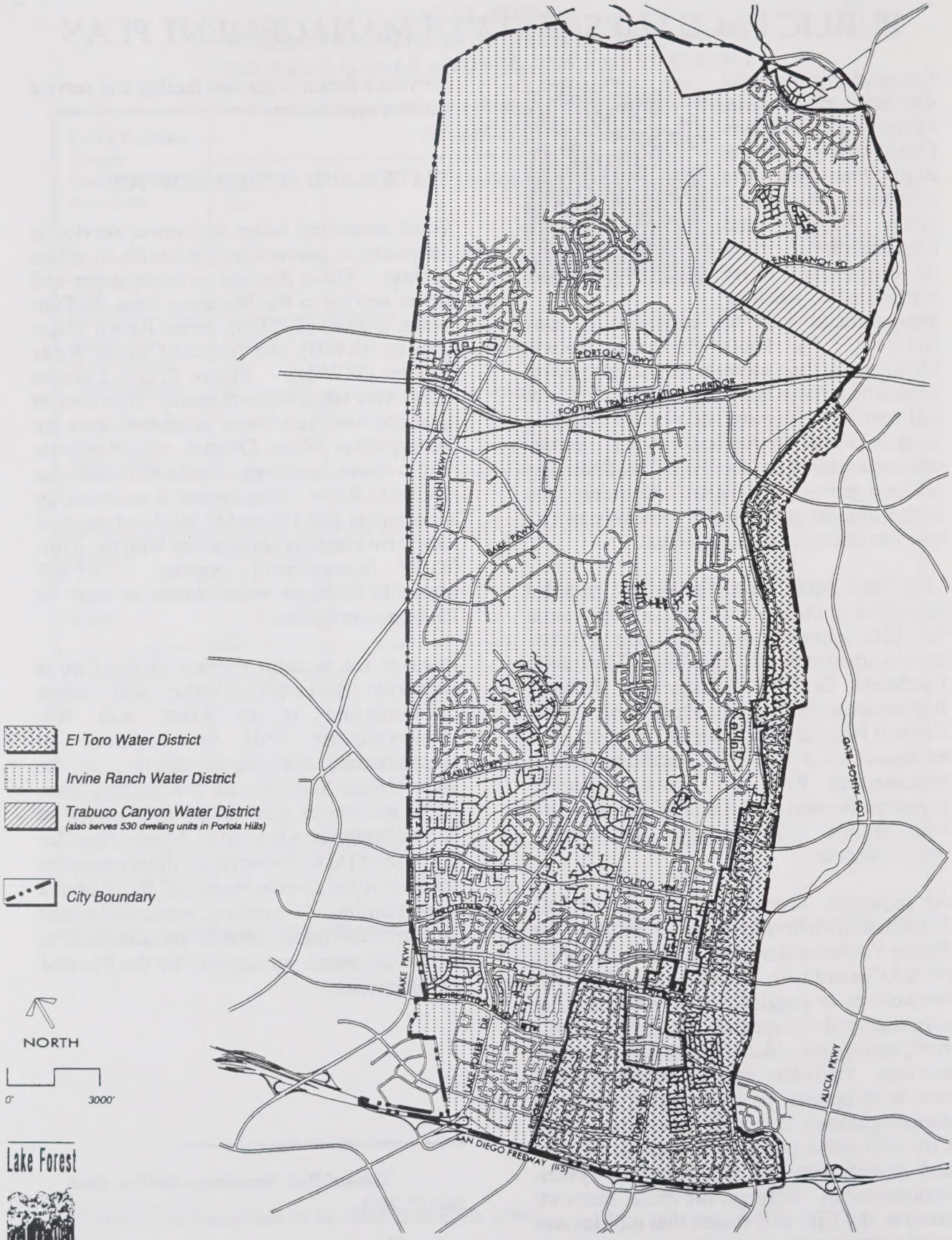
[1]General Plan Amendment 00-01A, dated July 17, 2001.

[2]General Plan Amendment 01-01A, dated July 17, 2001.




SOURCE: El Toro Water District; Irvine Ranch Water District; and Trabuco Canyon Water District

**Figure PFGM-1**
**Water Districts**

Ensuring good water and sewer service in the Planning Area will require maintaining the infrastructure and extending new infrastructure to serve new development. Development proposals and amendments within Planned Communities will be reviewed for consistency with water and sewer infrastructure requirements established in development plans and agreements. In addition, the City will rely upon district assessment of the water and sewer needs of proposed projects outside of Planned Communities and require infrastructure improvements where needed. All of the districts serving the Planning Area will be requested to participate in the PFSA Network. During periodic committee meetings new development proposals and water and sewer service needs will be discussed in addition to maintenance of the established system.

## NATURAL GAS, ELECTRICITY AND COMMUNICATIONS

Power and communication service is well established in the Planning Area. Natural gas service is provided by the Southern California Gas Company, electrical service is provided by the Southern California Edison Company, telephone and fiber optic service is provided by Pacific Bell and cable television service is provided by Cox Communications.[1] The existing power and communication infrastructure will be extended to serve planned development. Business, commercial and light industrial uses compose a significant portion of the planned development identified in the Land Use Element. These uses will have greater demand for high technology power and communication service than residential uses, and special infrastructure may be required.

Proposed development projects will be reviewed for power and communication service requirements in conjunction with the service providers. The dedication of right-of-way for infrastructure will be required where necessary. Development proposals and amendments within Planned Communities will be reviewed for consistency with power and communication infrastructure requirements established in approved development plans and agreements.

To ensure that power and communication service is adequate for existing and planned development and to achieve undergrounding of overhead transmission facilities where feasible, the City will request the service providers to participate in the PFSA Network. Regular meetings will provide the opportunity for the service providers and the City to discuss new development projects and strategies to best meet new demands for natural gas, electricity, telephone and cable service and infrastructure.

## FIRE PROTECTION AND LAW ENFORCEMENT

Adequate fire protection and law enforcement are imperative to protect public health and safety. The City contracts with the Orange County Fire Department (OCFD) for fire protection service within the City. There are three fire stations which provide service to the City. One of the fire stations is located on El Toro Road, south of Jeronimo Road. The second fire station is located in the Foothill Ranch area on Pauling at Da Vinci. The third fire station is located in the Portola Hills area on Ridge Lane Road.[2] Three additional stations located outside of the Planning Area also respond to fire and other emergencies within the Planning Area.

The City also contracts with the Orange County Sheriff's Department for law

[1] General Plan Amendment 01-01A, dated July 17, 2001.

[2] General Plan Amendment 01-01A, dated July 17, 2001.

enforcement services within the City.[1] The Planning Area is in the service area of the South Orange County Sheriff's Department Substation in Laguna Niguel. Department management staff also work at City Hall to better manage criminal activity in Lake Forest and administer crime prevention programs. The department has established service goals and response times for emergency calls.

For both fire protection and law enforcement, ensuring public safety requires maintaining adequate staffing, equipment and facilities. The City will work with both OCFD and the Orange County Sheriff's Department to ensure that service corresponds to the number of residents and businesses in the City as well as current fire hazards and crime problems.

## FLOOD CONTROL

The Planning Area spans three watershed areas with five natural creeks.[2] A flood control system has been partially constructed to direct runoff away from developed areas and prevent flooding from rain. The Orange County Flood Control District (OCFCD) is responsible for regional flood control within the county and maintains several facilities within the Planning Area. The City manages local flood control facilities. Figure PFGM-2 shows the relationship between the county and local facilities.

The City will work closely with OCFCD to determine needs for flood control improvements. OCFCD will be requested to participate as a member of the PFSA Committee. Periodic committee meetings will provide a forum to discuss any deficiencies in the existing drainage system and identify improvements needed to accommodate proposed development projects. Development proposals and amendments within Planned Communities will be reviewed for consistency with flood control improvements required in approved development plans and agreements. Development proposals outside of Planned Communities will be assessed for drainage impacts and required facilities. Through coordination with OCFCD and review of proposed development, public safety and private property will be protected from flood hazards.

## LIBRARIES

Public libraries serve several community purposes including education, recreation and dissemination of public information. The Orange County Public Library (OCPL) serves Lake Forest through the El Toro Community Library and provides interlibrary loan with other county libraries and three independent library districts. The local demand for library services exceeds the capacity of the El Toro Community Library. A new library has been constructed in Rancho Santa Margarita which alleviates some of the demand on the El Toro library. In addition, a new library in Foothill Ranch is under construction.

[1] General Plan Amendment 01-01A, dated July 17, 2001.

[2] General Plan Amendment 01-01A, dated July 17, 2001.


Lake Forest General Plan

SOURCE: County of Orange, Environmental Mangement Agency, Flood Control District
City of Lake Forest

Figure PFGM-2
Flood Control System

As development occurs, the City will work with OCPL to maintain the established service standard of 0.2 square feet of library facility per capita. OCPL will be requested to participate in the PFSA Advisory Network. The committee will meet regularly to discuss proposed development projects and new demands for library services and facilities.

Development proposals and amendments within Planned Communities will be assessed for consistency with library impact fees required by approved development plans and agreements. Development proposals outside of Planned Communities will be assessed for library impact fees in conjunction with OCPL.

## SCHOOLS

The Planning Area is located within the Saddleback Valley Unified School District (SVUSD). A total of 11schools are located in the City, (nine elementary schools, one intermediate school and one high school). Figure PFGM-3 shows the distribution of the schools. The City is primarily built out with respect to any new major residential development. As a result, no significant increase in student population is anticipated. Therefore, the school facilities in the City are adequate to accommodate the existing student population and the SVUSD does not anticipate constructing new facilities.[1]

SVUSD master planning efforts have provided the Foothill Ranch and Portola Hills communities with two elementary schools to accommodate the elementary school population. Intermediate and high school students from the Foothill and Portola Hills communities can be accommodated by schools in Lake Forest and Rancho Santa Margarita.[2]

The City will work with SVUSD to collect student impact fees according to the development agreements for Planned Communities and for development outside of Planned Communities. The City will also ensure that proposed development is consistent with requirements for Mello Roos financing districts within Planned Communities. SVUSD will be requested to participated in the PFSA Network to coordinate development with school facilities and services.

## TRANSPORTATION

An efficient local and regional transportation system will support economic activity, enhance residential life and improve air quality conditions. As development occurs and traffic levels rise, the efficiency of the transportation system can be maintained by expanding the capacity and making system improvements.

The City uses levels of service (LOS) standards to used to assess system performance and when improvements are necessary. Use of the LOS standards is described in the Circulation Element. The LOS standards will be maintained through the four programs: 1) Development Mitigation Program, 2) Comprehensive Phasing Program, 3) Performance Monitoring Program, and 4) Capital Improvement Program.

[1]General Plan Amendment 01-01A, dated July 17, 2001.

[2]General Plan Amendment 01-01A, dated July 17, 2001.


SOURCE: Cotton/Beland/Associates, Inc., 1994

*Figure PFGM-3*
*Schools*

### Development Mitigation Program

A Development Mitigation Program will be developed based on the Orange County Transportation Authority (OCTA) timetables. The purpose of the program is to ensure that all new development pays for improvements to the City transportation system to accommodate traffic generated by the development.

Participation will be on a pro-rata basis and be required of all development projects except where greater participation is required by established through negotiated legal mechanisms (such as development agreements).

The City will coordinate the Development Mitigation Program with other jurisdictions in the Foothill Growth Management Area. Through interjurisdictional forums, a minimally acceptable impact fee will be established. The City will received credit for existing traffic mitigation fee programs with regard to the GMA base level fee.

### Comprehensive Phasing Program

The City will prepare a Comprehensive Phasing Program based on OCTA timetables. The purpose of the program is to ensure to the extent feasible that adequate transportation infrastructure is constructed as development occurs. This goal will be achieved by linking the ability of development to proceed to either construction of the improvement(s) by others, construction of the improvement(s) by the developer, or by the developer's timely provision of the appropriate funding to the City, so that the provision of the required facilities balances the demand. The Comprehensive Phasing Program will provide reasonable lead time (three years from first building permit or five years from first grading permit) to design and construct specific transportation improvements.

### Performance Monitoring Program

While the Comprehensive Phasing Program will provide plans for new facilities, the Performance Monitoring Program will provide annual evaluation of compliance with phasing plans. The Performance Monitoring Program, prepared based on OCTA timetables, will establish a system for annual evaluation of compliance with development phasing allocations. Under this program, roadway and other transportation facility improvements or funding must actually be provided in order for new development to continue. If the improvements or funding are not provided, development will be deferred until compliance with the provisions of the program is achieved.

The Performance Monitoring Program will include provisions for an annual evaluation of the maintenance of transportation service standards. If the annual evaluation identifies one or more service level deficiencies, measures to correct the deficiencies will be implemented.

### Capital Improvement Program

A Capital Improvement Program for transportation improvements will be prepared to effectively manage the circulation system based on OCTA timetables. The purpose of the Capital Improvement Program is to estimate future development over a seven-year period and determine necessary circulation improvements, associated costs and financing plans. The program will be closely linked with the Comprehensive Phasing Plan.

Determinations of needed transportation improvements will be based on meeting and maintaining the established level of service standards. Financing programs will be based on proposed development to be constructed during the following seven-year period (at a minimum).

## JOBS/HOUSING BALANCE

The major metropolitan areas in southern California have generally developed such that residential areas are far removed from employment centers. As a result, residents must daily commute long distances on the freeway systems that link residential and employment centers. The intensive automobile activity from commuting has caused significant traffic congestion and air quality problems. Developing employment opportunities in predominantly residential subregions is required to improve traffic and air quality conditions.

Lake Forest has been developed primarily with residential uses and a commercial and service sector supports the community. Lake Forest and the surrounding subregion are considered "housing rich" and many residents drive to other parts of the county or to outside counties for employment. The City intends to address this trend through the land use planning and development process.

In the Land Use Element, substantial acreage is designated for development that generates jobs such as commercial, office and light industrial. The City will work with property owners to develop these lands to provide local employment opportunities for residents of Lake Forest and nearby communities. Creating a community where people can both live and work will shorten commutes and encourage the use of alternative forms of transportation. Less emissions will be generated from automobile use and regional air quality problems will be incrementally alleviated.

## INTERJURISDICTIONAL COORDINATION AND COOPERATION

Because population and urban growth are regional phenomena and have regional effects, coordination and cooperation between jurisdictions is necessary to protect environmental quality and maintain adequate infrastructure. The City of Lake Forest will participate with other local jurisdictions, special districts and regional agencies to forge solutions to regional growth problems. As an indirect consequence of interjurisdictional coordination and cooperation, development in adjacent areas and potential impacts to Lake Forest can be better monitored.

The strategy to improve interjurisdictional coordination and cooperation includes the following actions being taken by the City:

- Cooperate with the County of Orange, the Orange County Transportation Authority (OCTA) and other local jurisdictions through the Regional Advisory and Planning Council (RAPC), or other appointed bodies, to implement Measure M and the development of future revisions;

- Work with interjurisdictional forums (such as the City-County Coordinating Committee) to make sure that the City's fees are consistent with minimally acceptable impact fees for application in the Foothill Growth Management Area (GMA);

- Participate in the interjurisdictional planning forums for the Foothill GMA to discuss implementing traffic improvements, cooperative land use planning and appropriate mitigation measure for development projects with multi-jurisdictional impacts;

- Work with interjurisdictional planning forums to improve the subregional balance of jobs and housing;

- Cooperate with the County of Orange in implementing the Facility Implementation Plans and collaborating in the Development Monitoring Program;

- Cooperate with the county in annually updating the Congestion Management Plan;

- Cooperate with state, county and local governments in planning and implementing the City's Circulation Element, and coordinating efforts to ensure orderly development;

- Coordinate population, housing, employment and land use projections with the state Department of Finance, Southern California Association of Governments (SCAG), the County of Orange Development Monitoring Program, and local school and water districts; and

- Monitor development proposals in adjacent jurisdictions for potential regional impacts and impacts to facilities and resources in Lake Forest.

Lake Forest

# Appendices

General Plan

# APPENDIX A:
# IMPLEMENTATION PROGRAM

## LAKE FOREST

## GENERAL PLAN

# TABLE OF CONTENTS

# INTRODUCTION

The General Plan Implementation Program provides a guide to implement adopted General Plan policy and plans for the public and City elected officials and staff. The purpose of the Implementation Program is to ensure that the overall direction provided in the General Plan for City growth and development is translated from general terms to specific actions.

A series of actions, procedures and techniques that carry out the General Plan policy through implementing a standard or program, each implementation measure will need further City Council action. This action can either occur on a City-wide basis, (e.g., zoning ordinance amendment or adoption of development review criteria), or in individual subareas for actions, (e.g., capital improvement projects). The City Council, by relating the Implementation Program to the General Plan, recognizes the importance of long-range planning considerations in day-to-day decision making.

Implementation of the specific programs will be subject to funding constraints.

The Implementation Program is organized into six subsections that correspond to the General Plan elements. Each of the subsections is comprised of programs that directly relate to the policies and plans of the corresponding General Plan element.

## USE OF THE GENERAL PLAN IMPLEMENTATION PROGRAM

The Implementation Program is intended for use as the basis for preparing the Annual Report to the City Council on the status of the City's progress in implementing the General Plan, as described in Section 65400 of the Government Code. Because many of the individual actions and programs described in the Implementation Program act as mitigation for significant environmental impacts resulting from planned development identified in the General Plan, the annual report can also provide a means of monitoring the application of the mitigation measures as required by AB 3180. This Implementation Program should be updated annually with the budget process and whenever the City's General Plan is amended or updated to ensure continued consistency and usefulness.

# LAND USE ELEMENT IMPLEMENTATION PROGRAM

The Implementation Program provides strategies to implement the adopted policies and plans identified in the Land Use Element. The Land Use Implementation Program is a series of actions, procedures, and techniques that carry out the Land Use Policy through implementing a standard or program.

The Land Use Goals and Policies section of the Element identifies the goals and policies of the City. The Land Use Element Implementation Program section identifies programs which will be utilized to carry out land use policy in Lake Forest.

## BALANCE OF LAND USES

**1. Annual Review of General Plan and Land Use Policy Map Implementation:** Review implementation of the General Plan and Land Use Policy Map to identify the effect of land development and use in the community on City revenue and costs of providing public facilities and services.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Annually with the budget process

**Related Land Use Policies:** 1.1

**2. Density and Intensity Bonuses:** Amend the Zoning Ordinance to allow density or intensity up to the maximum level allowed by the General Plan where proposed projects offer exceptional design quality, important public amenities or benefits, or other factors that promote important goals and policies of the General Plan.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** 1995/1996

**Related Land Use Policies:** 1.2

## IMAGE AND IDENTITY

**3. Image Enhancement:** Develop a design and improvement plan based on the City Capital Improvement Plan including strengthened landscaping, identification graphics, and other physical improvements to enhance major public thoroughfares and activity areas.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** General Fund

**Time Frame:** 1995/1996, annually with budget process

**Related Land Use Policies:** 2.1, 2.2

**4. Eucalyptus Tree Preservation:** Enforce the adopted eucalyptus tree preservation ordinance. Communicate with home owner associations on proper maintenance of trees.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Land Use Policies:** 2.1

**5. Major Centralized Community Facility:** Undertake a study of the feasibility of establishing a major centralized community facility as a focal point for public and community activities and a network of smaller recreation facilities.

**Responsible Agency/Department:** All City Departments

**Funding Source:** General Fund

**Time Frame:** 1995

**Related Land Use Policies:** 2.3

## COMPATIBLE AND COMPLEMENTARY DEVELOPMENT

**6. Zoning Ordinance Review and Amendment:** Review and amend (as needed) the Zoning Ordinance to provide consistency with new state legislation and court decisions. Review and amend Zoning Ordinance to clarify permitted and conditionally permitted uses in all districts (i.e., churches and other uses).

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Annually

**Related Land Use Policies:** 3.1

**7. Subdivision and Grading Ordinance Review and Amendment:** Review and amend (as needed) the City Subdivision and Grading regulations to provide consistency with new state legislation and court decisions, and to make other desired changes to provisions of the ordinances.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** General Fund

**Time Frame:** Annually

**Related Land Use Policies:** 3.1

**8. Site Development Permit and Environmental Review:** Utilize a site development permit process and the California Environmental Quality Act in the review of proposed development projects to promote high quality in urban design and minimize environmental impacts.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** On-going

**Related Land Use Policies:** 3.1

**9. Code Enforcement:** Continue to enforce the Zoning and other ordinances to achieve the desired level of regulation.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** On-going

**Related Land Use Policies:** 3.1, 3.2

**10. Development Monitoring:** Conduct systematic monitoring of the impact and intensity of development in Lake Forest and areas around the City to ensure that affected public agencies can provide necessary facilities and services in support of that development.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** General Fund, Development Fees

**Time Frame:** On-going

**Related Land Use Policies:** 3.3

**11. Landscaping Standards:** Develop landscape requirements for public and private development projects to promote greater visual and functional compatibility with residential development.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** 1994/1995

**Related Land Use Policies:** 3.4

## DEVELOPMENT OF PLANNED COMMUNITIES

**12. Review of Development Proposals and Amendments within Planned Communities:** (a) Review development proposals and amendments for consistency with Planned Community development plans and agreements; and (b) review proposed amendments to approved Planned Communities to avoid unacceptable impacts to the fiscal stability of the City, public facilities and services supporting development, surrounding development and natural characteristics of the amendment site.

**Responsible Agency/Department:** Community Development, Public Works, Human Services

**Funding Source:** Development Fees

**Time Frame:** On-going

**Related Land Use Policies:** 4.1, 4.2

## ECONOMIC DIVERSITY AND EXPANSION

**13. Retention and Economic Development Committee:** Identify funding sources and promote economic development activities and activities designed to retain and attract businesses that contribute to the economic health of the community.

**Responsible Agency/Department:** City Manager, Community Development

**Funding Source:** General Fund

**Time Frame:** On-going

**Related Land Use Policies:** 5.1, 5.2, 5.3, 5.4

**14. Business Community Meetings:** Conduct meetings with the Retention and Economic Development Committee and business community to solicit input on actions to facilitate economic health.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** On-going

**Related Land Use Policies:** 5.1, 5.2, 5.3

**15. Business Incentives:** Develop a set of incentives to attract businesses such as fee reductions/deferrals/levels based on business size, employment, tax generation, streamlined permitting, and formal recognition of businesses that contribute to the community.

**Responsible Agency/Department:** City Manger, Community Development

**Funding Source:** General Fund, CDBG

**Time Frame:** Annually with budget process

**Related Land Use Policies:** 5.1, 5.2, 5.3

**16. Business Liaison:** Identify ways to liaison with the business community on economic development programs.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Land Use Policies:** 5.1, 5.2, 5.3

**17. Business Data Source:** Work with the Retention and Economic Development Committee, local brokerage community, shopping center owners and local Chambers of Commerce to develop a data base of information on retail, commercial and office space and real estate contacts for interested potential businesses.

**Responsible Agency/Department:** City Manager, Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Land Use Policies:** 5.1, 5.2, 5.3

**18. Permit Assistance:** Work with the Orange County Permitting Assistance Office to ensure that prospective businesses understand permitting requirements imposed by agencies other than the City.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Land Use Policies:** 5.1

**19. Business and Market Trend Training:** Ensure the provision of training and education for City Council, Planning Commission, and City staff regarding current business and market trends.

**Responsible Agency/Department:** City Manager, Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Land Use Policies:** 5.1

**20. City Newsletter Communication:** Use the City newsletter as a means of communicating with the local business community.

**Responsible Agency/Department:** City Manager

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Land Use Policies:** 5.2

**21. Business Community Outreach:** Reach out to the local commercial and industrial brokerage community to inform members of City procedures and timelines and to identify a point of contact with the City.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Land Use Policies:** 5.3

**22. Funding Source Identification:** Identify all federal, State and local funding sources available to assist the local business community.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund, Grants

**Time Frame:** Ongoing

**Related Land Use Policies:** 5.4

**23. Permit Streamlining:** Streamline the City permitting process by:

- Providing clear and concise applications and supplemental material for new and existing businesses;
- Evaluate changes in technology to identify ways the permitting process can be streamlined, such as permits via FAX, modem and others;
- Identify and adopt service levels for Planning, Building, and Engineering sections to ensure efficient delivery of services to the business community and appropriate staffing levels; and
- Monitor and evaluate the types of permits most frequently processed at the City and focus on process streamlining for those permits.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Land Use Policies:** 5.5

**24. Development Fee Status:** Research with the County of Orange the status of development fees that will be required for future development in the areas covered by approved Development Agreements and provide printed information regarding fees to prospective businesses.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** 1994/1995

**Related Land Use Policies:** 5.5

**25. Zoning Ordinance Review:** Revise the Zoning Ordinance to clearly articulate uses that are permitted versus conditionally permitted.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** 1994/1995

**Related Land Use Policies:** 5.6

**26. Sign Regulation Revision:** Revise the City Sign Regulations with input from the business community and local Chambers of Commerce.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** 1994/1995

**Related Land Use Policies:** 5.6

## REVITALIZATION OF OLDER AREAS

**27. Graffiti Removal and Prevention:** Continue to implement a program to remove and prevent graffiti to avoid its negative impacts on the community.

**Responsible Agency/Department:** Public Works, Human Services

**Funding Source:** General Fund, Gas Tax Fund

**Time Frame:** On-going

**Related Land Use Policies:** 6.1, 6.2

**28. Rehabilitation of Residential, Commercial, Industrial Properties and Buildings:** Provide incentives such as reduced or deferred fees, streamlined permitting, rehabilitation funding and formal recognition of contribution to overall City development quality.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund, CDBG

**Time Frame:** Annually with budget process

**Related Land Use Policies:** 6.1, 6.2

**29. Specific Plan:** Utilize the Specific Plan process as a cooperative approach with property owners to achieve economic and other planning objectives for areas that would benefit from revitalization.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund, CDBG

**Time Frame:** Ongoing

**Related Land Use Policies:** 6.2

# HOUSING ELEMENT IMPLEMENTATION PROGRAM

The Housing Implementation Program provides strategies to implement the adopted policies and plans identified in the Housing Element. It serves as a guide to the community, City staff, and City officials in making daily decisions related to:

- Conserving the existing supply of affordable housing;
- Providing adequate sites;
- Removing governmental constraints;
- Providing supportive housing assistance for special needs population, including consideration of equal housing opportunities;
- Rehabilitating the City's existing single-family and multi-family housing stock; and
- Providing housing opportunities for first-time homebuyers.

The Implementation Program is a series of actions, procedures, and techniques to carry out the Housing policies.

## HOUSING DIVERSITY AND OPPORTUNITIES

Lake Forest has established a goal to provide a balanced inventory of housing in terms of unit type, cost, and style. This goal addresses the City's housing issues in three issue areas: 1) Provision of adequate sites; 2) Removal of governmental constraints; and 3) Provision of supportive housing assistance for special needs population. Housing programs devised to implement this goal are grouped by issue area.

### Provision of Adequate Sites

**1. Land Use Element:** Designate adequate sites at appropriate densities on the Land Use Plan to accommodate Lake Forest's regional housing needs. Maintain an up-to-date inventory of sites suitable for residential development and provide to interested developers. Monitor the use of the City's two remaining Medium Density housing sites, and encourage their development with multi-family housing. Host development roundtable to bring together landowners, developers, non-profits and funding sources to highlight opportunities in the City.

**Responsible Agency:** Community Development Department

**Funding Source:** General Fund

**Time Frame:** Development roundtable in 2002

**Related Housing Policies:** 1.1, 1.3, 1.4, 1.5, 1.6, 1.10, 1.11

**1A: Financial and Regulatory Assistance:** Offer financial and regulatory incentives to facilitate the provision of affordable housing by private developers. Assist in identifying funding sources, and support in applying for County and State funds.

**Responsible Agency:** Community Development Department

**Funding Source:** City and County Redevelopment Set-Aside; other County and State Housing Funds

**Time Frame:** As development proposals come forward.

**Related Housing Policies:** 1.2, 1.8

**2. Sites for Homeless Shelters:** The City continues to provide funding support to non-profit organizations for the provision of transitional housing facilities for the homeless. However, the City's current regulations do not explicitly provide for emergency shelters. The City has been using the County of Orange Zoning Code since its incorporation in 1991, and is currently in the process of developing its own local Development Code. In the interim, the City will package several Zoning Ordinance amendments relative to affordable housing for adoption in 2001, including provisions for emergency shelters and transitional housing. The Zoning Code will provide for emergency shelters in the Commercial, Business Park, Industrial and Mixed Use zones, subject to a CUP.

**Responsible Agency:** Community Development Department

**Funding Source:** CDBG

**Time Frame:** Adopt in 2001 in conjunction with other housing-related amendments

**Related Housing Policies:** 1.9

**3. Affordable Housing Ordinance:** The City of Lake Forest will adopt an Affordable Housing Ordinance which both incorporates State density bonus provisions, and provides for flexibility in development standards for projects with an affordable housing component. The City's Affordable Housing Ordinance will specify other incentives available to projects with affordability restrictions. These will include modified parking standards and open space requirements, and flexibility in height and setback requirements.

**Responsible Agency:** Community Development Department

**Funding Source:** General Fund

**Time Frame:** Adopt in conjunction with other housing-related amendments

**Related Housing Policies:** 1.1, 1.2, 1.5, 1.6, 1.8, 1.10

**4. El Toro Road Mixed Use:** Evaluate sites within the El Toro Road Specific Plan for potential mixed use development. Utilize redevelopment set-aside funds, as well as other redevelopment authority, to attract mixed use development.

**Responsible Agency:** Community Development Department and Redevelopment Agency

**Funding Source:** Redevelopment Set-Aside Funds

**Time Frame:** Adopt Specific Plan in 2001

**Related Housing Policies:** 1.7

**Removal of Governmental Constraints**

**5. Expedited Project Review:** Lake Forest will prioritize the review of housing projects with an affordable component, including projects where only a percentage of the total units are affordable. The City will develop procedures for priority processing of affordable housing projects, and process in conjunction with other housing-related Zoning Code amendments.

**Responsible Agency:** Community Development Department

**Funding Source:** General Fund, Development Fees

**Time Frame:** Develop procedures for priority processing, and process with other housing-related Code amendments in 2001

**Related Housing Policies:** 1.2, 1.8

**6. Second Units:** The City will develop a local Second Unit Ordinance consistent with State requirements to expand affordable housing opportunities, particularly for seniors. The ordinance will be taken through the adoption process in conjunction with other housing-related Code amendments in 2001.

**Responsible Agency:** Community Development Department

**Funding Source:** General Fund

**Time Frame:** Adopt in 2001 in conjunction with other housing-related Code amendments.

**Related Housing Policies:** 1.2, 1.8

**Provide Supportive Housing Assistance for Special Needs Population**

**7. Transitional Housing:** The City will continue to provide additional transitional housing integrated in market rate developments and provide services through several key facilities in the region. These facilities provide food and a variety of other services to the homeless and low income population. The City has provided funding support to assist with the purchase of two transitional housing units located in the City.

**Responsible Agency:** Community Development Department

**Funding Source:** CDBG

**Time Frame:** On-going

**Related Housing Policies:** 1.2, 1.8, 1.9

**8. Orange County Fair Housing Council**: Lake Forest is a member of the Orange County Fair Housing Council. The City will advertise Orange County Fair Housing Council's services in the City's newsletter and in local periodicals. The City will also place posters and brochures advertising the Council's fair housing services in both English and Spanish at the public counter, City library, post office, and other community locations.

**Responsible Agency:** Community Development Department

**Funding Source:** General Fund

**Time Frame:** On-going

**Related Housing Policies:** 1.5, 1.9

**9. Coordination with Social Service Agencies:** The City will continue coordination with social service providers and evaluate providing CDBG assistance to key agencies to continue the provision of services to Lake Forest residents in future years.

**Responsible Agency:** Community Development Department

**Funding Source:** CDBG

**Time Frame:** On-going

**Related Housing Policies:** 1.9

## MAINTENANCE AND PRESERVATION OF HOUSING

This goal addresses two issue areas: 1) Conservation of the existing supply of affordable housing and 2) Rehabilitation of the City's existing housing stock.

**Conserving the Existing Supply of Affordable Housing**

**10. Section 8 Rental Assistance:** The Section 8 rental assistance program extends rental subsidies to very low income families and elderly who spend more than 30 percent of their income on rent. The City will facilitate use of the Section 8 program in its jurisdiction by advertising in the City Newsletter the opportunity for owners to list

available rentals with the County Housing Authority.

**Responsible Agency:** Community Development Department, Orange County Housing Authority

**Funding Source:** HUD

**Time Frame:** Ongoing

**Related Housing Policies:** 1.9, 2.4

**11. Conservation of Existing and Future Affordable Units:** One multi-family mortgage revenue bond project - Trabuco Woods - is at risk of conversion to market rate housing during the ensuing 10-year period. The City will take the following actions to conserve this project.

***a. Monitor Units At-Risk:*** Contact owner of Trabuco Woods as expiration date on restricted units approach to determine the intent of property owner. Discuss with owner the City and County's desire to preserve at risk units as affordable to low income households.

***b. Refinance Multi-Family Mortgage Revenue Bonds:*** Once the 10 year use restrictions on Trabuco Woods expires, it is possible to refinance the mortgage revenue bond. All refinanced multi-family mortgage revenue bond projects are required by the 1986 Tax Reform Act to commit 20% low-income units for the greater of 15 years or as long as the bond is outstanding; 10% of the units must be reserved for very low income occupants.

The City will coordinate with the County and the owner to encourage bond refinancing on this project in consideration for extending the affordable use restrictions as these restrictions become eligible to expire in 2008.

***c. Work with Potential Priority Purchasers:*** Establish and maintain close contact with public and non-profit agencies, such as the Orange County Community Housing Corporation (OCCHC), interested in purchasing and/or managing units at-risk to inform them of the status of at-risk projects. Solicit technical assistance for additional means of preserving these units at risk from OCCHC and the California Housing Partnership.

***d. Tenant Education:*** Work with tenants of "at-risk" developments eligible for conversion to market rate use. This should include informational material about the County's Section 8 rent subsidies, and information regarding potential bond refinancing and purchase by non-profits to help residents understand available options for preserving low income use restrictions.

**Responsible Agency:** Community Development Department

**Funding Source:** County Multi-Family Revenue Bonds

**Time Frame:** 2000-2005

**Related Housing Policies:** 2.4

**Rehabilitate the City's Existing Single-Family and Multi-Family Housing Stock**

The majority of the City's housing stock is in good condition, however, it is important for the City to provide programs that ensure the continued maintenance of its housing stock. The City utilizes CDBG funds to operate a single-family rehabilitation program for low income households, and implements improvements through its code enforcement and targeted Neighborhood Preservation programs citywide.

**12. Owner-Occupied Rehabilitation:** Continue to allocate CDBG funds to meet the rehabilitation needs of lower income groups in Lake Forest. The City has a goal of assisting approximately 36 low income households annually with rehabilitation and home repair loans.

**Responsible Agency:** Community Development Department

**Funding Source:** CDBG

**Time Frame:** On-going

**Related Housing Policies:** 2.1, 2.2

**13. Code Enforcement:** The City has dedicated a full-time Code Enforcement Officer to provide pro-active enforcement activities in the City's five Neighborhood Preservation Areas. The City will continue to provide code enforcement on a citywide basis, as well as focused enforcement in the Neighborhood Preservation areas. This will include providing property owners in violation of City Codes with information on available rehabilitation assistance he/she may be eligible for in order to correct Code violations.

**Responsible Agency:** Community Development Department

**Funding Source:** CDBG, General Fund

**Time Frame:** Ongoing

**Related Housing Policies:** 2.1, 2.3

**14. Neighborhood Preservation Program:** The City will continue to provide funding for code enforcement in target area neighborhoods, as well as sponsoring an annual Neighborhood Pride Clean Up Day in the targeted areas. For code violations, eligible property owners will be informed about the City's rehabilitation program for assistance in making repairs.

**Responsible Agency:** Community Development Department

**Funding Source:** CDBG, General Fund

**Time Frame:** Ongoing

**Related Housing Policies:** 2.1, 2.3

## HOMEOWNERSHIP

In Southern California, the option of home ownership is often not available to lower and moderate income households or first-time homebuyers. This goal addresses the affordability issue by providing home ownership opportunities for first-time buyers.

### Provide Housing Opportunities for First-Time Homebuyers

**15. First-Time Homebuyer Assistance:** The City will continue active participation in the Southern California Housing Finance Authority (SCHFA) program, and provide information to residential realtors on the program. The City will pursue participation in the California Cities Housing Lease Finance Authority (CCHOA) Lease-to-Own program, and assist CCHOA in its outreach to the homebuying and real estate community.

**Responsible Agency:** Community Development Department

**Funding Source:** SCHFA, CCHOA

**Time Frame:** By 2001

**Related Housing Policies:** 3.1, 3.2

**16. Mortgage Credit Certificates:** Lake Forest participates in the County of Orange Mortgage Credit Certificate Program, as a means of providing financial assistance for the purchase of single-family housing. The City will continue to participate in the MCC program, provide program information to

residents, and seek to assist 5 - 10 first-time homebuyers annually.

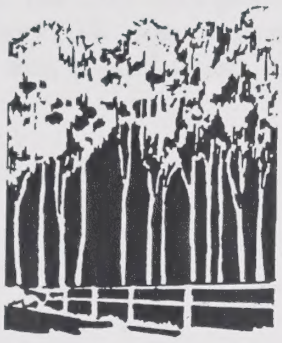
**Responsible Agency:** Community Development Department

**Funding Source:** State Tax Income, General Fund

**Time Frame:** 2000-2005

**Related Housing Policies:** 3.1, 3.2

# CIRCULATION ELEMENT IMPLEMENTATION PROGRAM



Lake Forest is well served by the regional circulation system via the San Diego Freeway and the Foothill Transportation Corridor. Several prime arterials connect the incorporated City with the sphere of influence and surrounding communities and alternatives to automobile transportation are available. As indicated in the Circulation Element, the City intends to alleviate existing congestion problems and ensure efficient traffic flow as development occurs. Reducing automobile trips by increasing the use of alternative transportation modes will help maintain acceptable traffic levels. This Implementation Program establishes a specific action plan to achieve the circulation goals and provide a future circulation system balanced with planned growth.

## INTERCITY AND REGIONAL TRANSPORTATION

**1. Interjurisdictional Coordination:** Coordinate planned development in the Planning Area with needed improvements to the regional circulation system:

- Improve the City arterial highway system in accordance with the Orange County Master Plan of Arterial Highways;
- Coordinate with and monitor planned Caltrans improvements for the San Diego Freeway to achieve increased freeway capacity and noise mitigation improvements;
- Work with the county and other affected cities in implementing the Foothill Circulation Phasing Plan improvements through new development projects to minimize impacts to streets in the Planning Area;
- Monitor proposals for major new development in areas outside of Lake Forest that could impact the operation of the regional and local transportation system; and
- Coordinate with Orange County Transportation Authority (OCTA) regarding the Urban Rail System and the Southern California Regional Rail Authority (SCRRA) regarding the Metrolink System.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 1.1, 1.2, 1.3, 2.2

## LOCAL TRANSPORTATION ROUTES

**2. Arterial Highway Plan:** Improve the circulation system in the Planning Area in concert with land development to ensure adequate levels of service and monitor the operation of major streets. As traffic approaches the Level of Service standards established in the element, roadway capacity will be increased by restricting on-street parking, improving signal timing, widening intersections, adding through and turn lanes, and other transportation system management measures according to the Arterial Highway Plan.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund, Measure M Revenue, Development Fees, Other State and Federal Sources, and Gas Tax Revenue

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 2.1, 2.3

**3. Proposed Development:** Review proposals for new development outside the Planned Communities for potential impacts to the transportation system. The Level of Service standards established in the Circulation Element will be used to determine the significance of impacts. Mitigation in the form of physical improvements and/or impact fees will be required for significant impacts. Driveway access will be limited for all development projects on arterial roadways to reduce traffic flow impediments.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** Development Fees, General Fund

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 2.1, 2.3

**4. Planned Communities:** Review development proposals and amendments within Planned Communities for consistency with transportation infrastructure and fee requirements established in approved development plans and agreements.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 2.3

**5. Coordinate Local and Major Transportation Improvements:** To reduce expenditures, improve design and minimize traffic disruption, coordinate local street improvements with major transportation system improvement projects such as the Foothill Circulation Phasing Plan and improvements to the San Diego Freeway. In addition, impacts of major transportation projects (such as traffic disruptions, noise and dust) will be monitored and mitigation will be required.

**Responsible Agency/Department:** Public Works

**Funding Source:** Gas Tax Fund, Measure M

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 2.2

**6. Truck Routes:** Designate truck routes in the Planning Area through the designated process for the Foothill Growth Management Area. Truck routes will be located along arterial roadways to minimize the impacts of truck traffic and noise on residential areas.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund, Gas Tax Revenue

**Time Frame:** 1994/1995

**Related Circulation Element Policies:** 2.1

**7. Protect Local Streets:** To discourage the use of local streets for through traffic, use signage and streetscape to identify arterials for through traffic.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 2.1

## TRANSIT, BICYCLE, PEDESTRIAN AND EQUESTRIAN FACILITIES

**8. Improved Transit Service:** Work with OCTA to improve transit service and encourage ridership through the following actions:

- Require transit facilities in major new development and major rehabilitation projects;
- Coordinate with OCTA to provide transit services between Lake Forest and the Irvine Transportation Center;
- Coordinate with OCTA to expand transit routes to new development in the sphere of influence; and
- Work with OCTA to provide special transit services (such as direct service shuttles) to meet community needs.

**Responsible Agency/Department:** Community Development, Human Services, Public Works

**Funding Source:** OCTA, Development Fees, General Fund

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 3.1, 3.3, 3.4

**9. Regional Public Transportation Facilities:** Coordinate with OCTA and Caltrans to develop new regional public transportation support facilities such as park-and-ride lots near the San Diego Freeway and Foothill Transportation Corridor.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** OCTA, Caltrans, General Fund

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 3.2

**10. Bicycle, Riding, and Pedestrian Linkage:** For new development projects, require property owners to dedicate land and fund improvements for bicycle, riding and pedestrian linkage to corresponding City systems and activity nodes such as schools and commercial centers. The City will review development in Planned Communities for consistency with requirements in approved development agreements for non-vehicular paths and trails. Where appropriate, the City will encourage developers in Planned Communities to enhance the non-vehicular component of projects. In addition, homeowner associations will be requested to provide pedestrian linkage between residential areas and activity nodes. The City will coordinate with Saddleback Valley Unified School District to identify safe routes between neighborhoods and schools.

**Responsible Agency/Department:** Public Works, Community Development, Human Services

**Funding Source:** General Fund, Development Fees

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 4.1, 4.2

**11. Riding Trails:** Coordinate rehabilitation and connection of riding trails with the county regional trails system and adjacent jurisdictions.

**Responsible Agency/Department:** Human Services

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 4.2

## PARKING

**12. Off-Street Parking:** To ensure adequate supplies of parking and minimize aesthetic impacts to the community, require sufficient off-street, parking for all development. The parking ordinance will be reviewed periodically to identify modifications to meet current community needs.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 5.1

**13. Reduce On-Street Parking:** Review the need to reduce or eliminate on-street parking on arterial streets where maximum traffic flow is desired.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 5.2

**14. Access Between Parking Areas:** To improve overall traffic flow, require shared access between parking areas of adjacent properties for new development on arterial roadways. Shared parking access will also be encouraged for existing development. Shared parking allowances in the City parking ordinance will be considered to further promote shared access.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 5.3

## TRANSPORTATION SYSTEM AND DEMAND MANAGEMENT

**15. Transportation Demand Management:** Adopt a Transportation Demand Management (TDM) ordinance that implements the various provisions of the 1991 Air Quality Management Plan. The ordinance will specify various TDM methods to reduce trips and influence travel modes such as:

- Trip reduction programs for the City as an employer;
- Van pool programs for private employers;
- Employee incentives for public transit use;
- Formation of Transportation Management Associations;
- Trip reduction programs for major commercial centers; and
- Alternative transportation modes for major events.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** General Fund, AQMD Revenue

**Time Frame:** 1994

**Related Circulation Element Policies:** 6.3

**16. Transportation System Management:** To maximize the efficiency of the circulation system while minimizing delay and

congestion, implement traffic signal coordination, capacity improvements at key intersections and other operational measures. Development proposals will be reviewed for impacts to system operation and mitigation measures will be required where necessary.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** General Fund, Development Fees, Gas Tax Revenue

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 6.1, 6.2

## TRANSPORTATION FINANCING

**17. Transportation System Improvement Program:** Identify all sources of state, federal and local funding for transportation system improvements. Per Measure M requirements, the City will establish Development Mitigation Program, Comprehensive Phasing Program, Performance Monitoring Program and Capital Improvement Program to guide the construction and funding of transportation system improvements.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund, Gas Tax Revenue

**Time Frame:** 1994/1995

**Related Circulation Element Policies:** 7.1

**18. Traffic Fees:** Collect fees for traffic impacts of new development projects according to established fee programs, such as the Foothill Transportation Corridor, El Toro Road and Santiago Canyon Road fee programs.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 7.1

**19. Foothill Circulation Phasing Plan:** Review development proposals in the Planning Area for consistency with the Foothill Circulation Phasing Plan in conjunction with the county to ensure that required improvements are constructed and required fees are paid.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 7.1, 7.2

**20. Congestion Management Plan and Measure M Revenue:** Maintain and apply the standards and programs required to qualify for revenue from the Congestion Management Plan and Measure M (Revised Traffic Improvement and Growth Management Ordinance).

**Responsible Agency/Department:** Public Works

**Funding Source:** Congestion Management Plan and Measure M

**Time Frame:** Ongoing

**Related Circulation Element Policies:** 7.1, 7.3

# RECREATION AND RESOURCE ELEMENT IMPLEMENTATION PROGRAM

The Implementation Program provides strategies to implement the adopted policies and plans identified in the Recreation and Resources Element. As a guide to open space and environmental management, the Implementation Plan will be used by Lake Forest elected officials, City staff, and the community in making daily decisions about parklands, natural and cultural resources, and scenic qualities. A series of programs, consisting of actions, procedures and techniques comprise the Plan and implement specific policy from the Recreation and Resources Element. The Implementation Program achieves community goals of protecting the pleasant living environs in Lake Forest as urbanization continues.

## PARKS AND OPEN SPACE

**1. Recreation Plan:** Implement and periodically update the Recreation Plan, which addresses existing and future facilities and services. In implementing and updating the plan, focus on retrofitting and improving the existing facilities and constructing new facilities in the most cost-effective manner. Improvements and new construction will implement requirements of the American with Disabilities Act (ADA).

Specific actions are identified below:

- Identify potential sites and financing mechanisms to acquire land and construct facilities to meet the recreational needs of the City;
- Develop a central community center and network of smaller recreation centers that include recreation facilities to accommodate provisions for seniors, group activities, sports activities, auditorium, dance hall and play- grounds;
- Accept the dedication of irrevocably offered park sites where appropriate;
- Consider retrofitting existing parks with sports fields and facilities as identified in the Recreation Plan;
- Develop parks, trails identified in the Recreation and Resources Element and Recreation Plan to meet the park standards of 5 acres per 1,000 population;
- Develop local bicycle, riding, and pedestrian trail systems and coordinate improvements to the regional trails system with the County;
- Use community parks and facilities for cultural activities, special events and programs;
- Adopt and maintain a capital improvement program for parkland acquisitions, improvements, existing park retrofits and recreational facilities, and a phasing schedule for commitment of resources including the design and construction of facilities;
- Prepare and update an assessment of the open space and recreational opportunities offered by various unused open space lands, privately operated facilities and leased open space lands; and
- Use the development review process to ensure installation of trail systems and other complementary facilities, and

connection of private open space with the City open space system in residential, commercial, and industrial development.

**Responsible Agency/Department:** Human Services

**Funding Source:** General Fund, Development Fees, State and Federal funds

**Time Frame:** Annually

**Related Recreation and Resources Policies:** 1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7, 1.8

**2. Alternative Parkland Acquisition Methods:** Consider alternative parkland acquisition methods in addition to development fees including open space easements, leaseholds, land donations and gift annuities.

**Responsible Agency/Department:** Human Services

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Recreation and Resource Policies:** 1.1

**3. Parks for New Development:** As new development projects are proposed in Lake Forest, assess the existing park and recreation system according to the standards established in the Recreation and Resources Element. Require dedication of parkland and other public facilities, a fee in lieu thereof, or a combination of both, as a condition of new development pursuant to the Quimby Act. Periodically review park dedication and development fee requirements to ensure they reflect current land and construction costs.

**Responsible Agency/Department:** Community Development, Human Services

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Policies:** 1.1, 1.4

**4. Parks in Planned Communities:** Review all development proposals within Planned Communities for consistency with parks and open space requirements in the approved development plans and agreements. When amendments to development plans are proposed within Planned Communities, consider impacts to parks, trails and open space and require appropriate mitigation.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Policies:** 1.1, 1.4

**5. Park Maintenance:** Properly maintain and operate the grounds and facilities of existing parks to minimize vandalism and crime, affirm safe and pleasant environments, and maximize public use and enjoyment. Enhance the safety and maintenance of existing and future parks by:

- Developing operational maintenance standards to provide quality maintenance of parks and recreation facilities;
- Evaluating and modifying parkland and facilities design standards and developing a standard list of durable, environmentally sound and economical features and plant materials. Both City parks and parks irrevocably offered for dedication (IOD) to be eventually transferred to the City will be required to incorporate the standards;
- Conducting maintenance impact reports on park designs during the planning process to ensure that measures to reduce maintenance costs have been incorporated;

- Requiring the maintenance of privately owned open space areas and private parks located within subdivisions to be the financial responsibility of benefitting property owners (through homeowners associations and commercial/industrial owners's association), ensuring the provision of adequate notice of this responsibility, and not accepting maintenance responsibilities of such recreational facilities;

- Exploring the use of Special Benefit or Maintenance Districts and/or community facilities districts for future public parks;

- Ensuring that new parklands and recreation facilities are fully improved before accepting maintenance responsibility; and

- Exploring the utilization of private maintenance, where appropriate, to reduce public cost.

**Responsible Agency/Department:** Public Works, Human Services

**Funding Sources:** General Fund, Development Fees, Property Owners

**Time Frame:** Ongoing

**Related Recreation and Resources Policies:** 1.2, 1.3, 1.4

**6. Recreational Opportunities:** Provide a full range of recreational opportunities to serve the community by:

- Promoting a high level of public outreach by coordinating with community organizations, special interest groups and private businesses to provide recreational program opportunities, and distributing newsletters or brochures to inform the community of available recreation programs and facilities;

- Coordinating with other agencies/ organizations such as the Saddleback Valley Unified School District, the Youth Activities Coordination Council and other appropriate agencies to achieve maximum utilization of recreation programs and facilities in the community;

- Exploring means to provide programs to those who cannot afford to pay by utilizing corporate sponsorships, volunteers and joint use of school facilities and services; and

- Developing new recreation programs to reflect new needs and interests of the diverse population in Lake Forest.

**Responsible Agency/Department:** Human Services

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Recreation and Resources Element:** 1.5, 1.7

## NATURAL RESOURCES AND FEATURES

**7. Protect Natural Resources:** Assess development proposals for potential impacts to significant natural resources pursuant to the California Environmental Quality Act (CEQA), Natural Communities Conservation Planning Program and associated federal regulation. Require appropriate mitigation for all significant impacts if impact avoidance is not possible. Address the following subjects in impact assessment:

- Riparian and wetland habitat;
- Coastal sage scrub habitat;
- Rare and endangered plant and animal species;
- Wildlife movement corridors;
- Habitat fragmentation; and
- Significant tree stands.

**Responsible Agency/Department:** Community Development, County Environmental Management Agency

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 2.1

**8. Natural Community Conservation Program (NCCP):** Consider participation in the county Coastal Sage Scrub Natural Community Conservation Program. In the event the City participates in the NCCP, interim- and implementation-level mitigation measures and mandatory findings will be included in environmental documentation for proposed projects pursuant to NCCP requirements.

**Responsible Agency/Department:** Community Development, Orange County Environmental Management Agency

**Funding Source:** General Fund, County, Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 2.1

**9. Compatible Landscaping:** Develop landscape guidelines that promote compatibility with the character of surrounding natural vegetation. Incorporate drought tolerant species to minimize irrigation requirements and design landscapes to minimize fire hazards to adjacent structures.

**Responsible Agency/Department:** Community Development, Human Services, Public Works, Orange County Fire Department

**Funding Source:** Development Fees, General Fund

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 2.1

**10. Improve Surface Water Quality:** To reduce pollutants in urban runoff, require new development projects and substantial rehabilitation projects to incorporate Best Management Practices pursuant to the National Pollution System Discharge Elimination System Permit (NPDES) and the County of Orange Drainage Area Master Plan.

**Responsible Agency/Department:** Public Works, Community Development, County Environmental Management Agency

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 2.2

**11. Improve Drinking Water Quality:** High quality drinking water is an important factor in maintaining public health. Coordinate with the local water districts to monitor water quality and construct needed infrastructure improvement projects.

**Responsible Agency/Department:** Public Works, Local Water Districts

**Funding Source:** General Fund, Local Water Districts

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 2.2

**12. Promote Water Conservation:** Encourage water conservation throughout Lake Forest in the following ways:

- Encourage the local water districts serving the Planning Area to expand the production of reclaimed water, and work

with the districts to develop new uses for reclaimed water;

- Request the use of drought resistant plant species in landscaping for private and public areas, including parks;
- Work with the local water districts and Saddleback Valley Unified School District to establish water conservation educational programs; and
- Request the incorporation of water conservation devices (including low-flush toilets, flow restriction devices and water conserving appliances) in new development, public projects and rehabilitation projects.

**Responsible Agency/Department:** Community Development and Public Works, Water Districts, Saddleback Valley Unified School District

**Funding Source:** Local Water Districts, Development Fees, General Fund and Saddleback Valley Unified School District

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 2.3

**13. Protect Important Geologic Features:** Assess development proposals for potential impacts to important geologic features pursuant to the California Environmental Quality Act. Require appropriate mitigation measures, including environmentally sensitive site planning and grading, revegetation and open space dedication, for all significant impacts. Consider important topographical features, watershed areas, ridgelines, soils and potential erosion problems in the assessments.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 2.4

**14. Mining Reclamation:** Pursuant to the Surface Mining and Reclamation Act (SMARA), adopt an ordinance to require the reclamation of mineral extraction operations for appropriate future uses. Require implementation of the approved Reclamation Plan for the existing sand and gravel extraction operation.

**Responsible Agency/Department:** Community Development

**Funding Sources:** General Fund

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 2.5

**15. Protect Significant Resources in Planned Communities:** Review all development proposals within Planned Communities to confirm consistency with established development plans and agreements, and to ensure all required mitigation measures from applicable environmental documents are properly implemented and monitored. When amendments to development plans are proposed within Planned Communities, assess potential environmental impacts pursuant to the California Environmental Quality Act.

**Responsible Agency/Department:** Community Development, County Environmental Management Agency

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 2.1, 2.4

## HISTORIC, ARCHAEOLOGIC AND PALEONTOLOGIC RESOURCES

**16. Preserve Significant Historic Resources:** Assess development proposals for potential impacts to significant historic resources pursuant to the California Environmental Quality Act Guidelines. For structures that potentially have historic significance, require a study conducted by a professional archaeologist or historian to determine the actual significance of the structure and potential impacts of the proposed development. Require modification of projects to avoid significant impacts, or require mitigation measures. Protect historical buildings and sites to the extent possible.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 3.1, 3.2

**17. Protect Significant Archaeologic Resources:** Assess development proposals for potential impacts to significant archaeologic resources pursuant to California Environmental Quality Act Guidelines. Require a study conducted by a professional archaeologist for all development proposals located in areas shown as sensitive on Figure RR-5 in the Recreation and Resources Element. The objective of the study is to determine if significant archeological resources are potentially present and if the project will significantly impact the resources. If significant impacts are identified, either require the project to be modified to avoid the impacts, or require measures to mitigate the impacts. Mitigation may involve archaeological investigation and resource recovery.

**Responsible Agency/Department:** Community Development Management Agency

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 3.1

**18. Protect Significant Paleontologic Resources:** Assess development proposals for potential impacts to significant paleontologic resources pursuant to the California Environmental Quality Act. If the project involves earth work, require a study conducted by a professional paleontologist to determine if paleontologic are present, and if the project will significant impact the resources. If significant impacts are identified, either require the project to be modified to avoid impacting the paleontologic materials, or require measures to mitigate the impacts.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 3.1

## HUMAN RESOURCES

**19. Community Participation in Land Use Decisions:** Actively solicit citizen input during the early stages of major public or private development projects and regulatory programs.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund, Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 4.1

**20. Community Involvement Through Appointments:** To maximize the public benefits of the strong Lake Forest volunteer sector, utilize homeowner associations, community groups, business groups and interested individuals as sources of individual volunteers for important appointed positions on City commissions, boards and tasks forces. As a first step, compile a list of homeowner associations, community groups and business groups within the City and sphere of influence. Make the list available to the City Council, Planning Commission and City Manager for use in recommending and making appointments.

**Responsible Agency/Department:** Park and Recreation Commission, City Council, Planning Commission, City Manager, Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 4.1, 4.2

**21. Multi-Media Communication:** Develop a communication strategy to take advantage of various media opportunities including newsletters, information brochures, cable television programming, radio and newspaper announcements, and presentations to community groups.

**Responsible Agency/Department:** City Manager

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 4.1, 4.2, 4.3

## SOLID WASTE

**22. Source Reduction and Recycling Element:** Adopt the City of Lake Forest Source Reduction and Recycling Element (SRRE) pursuant to the state Integrated Waste Management Act (Assembly Bill 939). Until the Lake Forest SRRE is adopted and implemented, operate under the county Integrated Waste Management Plan.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund, Franchise Fees, Solid Waste Charges

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 5.1

**23. Regional Landfill Siting Efforts:** Support regional efforts to study expanding the capacity of regional landfills and developing new landfills.

**Responsible Agency/Department:** Public Works, County of Orange, Southern California Association of Governments

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 5.1

## AIR QUALITY

The City will participate in regional efforts to improve air quality by implementing measures established in the South Coast Air Quality Management Plan (AQMP). The AQMP measures generally focus on reducing the total number of vehicle trips and improving traffic flow. Additional AQMP measures relate to controlling dust and particulate matter and energy conservation.

**24. Participation in Regional Air Quality Programs:** Work with the South Coast Air Quality Management District and the Southern California Association of Governments to implement the Air Quality Management Plan and meet federal and state air quality standards for all pollutants. To ensure that new measures can be practically enforced in the Foothill subregion, participate in future amendments and updates of the AQMP.

**Responsible Agency/Department:** City Manager, Community Development, Public Works

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 6.1, 6.2, 6.3, 6.4, 6.5, 6.6, 6.7

**25. Transportation Demand Management:** Adopt a Transportation Demand Management (TDM) ordinance that implements the provisions of the 1991 Air Quality Management Plan. The ordinance will specify various TDM methods to reduce trips and influence travel modes such as:

- Trip reduction programs for City staff;
- Van pool programs for private employers;
- Employee incentives for public transit use;
- Preferential parking for car pools;
- Formation of Transportation Management Associations;
- Trip reduction programs for major commercial centers; and
- Alternative transportation modes for major events.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** AQMD Revenue, General Fund

**Time Frame:** 1994

**Related Recreation and Resources Element Policies:** 6.1, 6.2, 6.3

**26. Transportation System Management:** Implement the programs described in the Circulation and Public Facilities/Growth Management Elements related to TSM to avoid traffic congestion and reduce related emission levels.

**Responsible Agency/Department:** Public Works, Community Development, County of Orange, Caltrans

**Funding Source:** Development Fees, Measure M Funds, State and Federal Funding

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 6.1, 6.2, 6.4

**27. Improve Jobs-to-Housing Balance:** Promote the development of job-generating land uses to improve the balance between jobs and housing. As a result, commuter trips and related emissions will decline.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 6.1, 6.2, 6.5

**28. Minimize Impacts of New Development:** Review development proposals for potential air quality impacts pursuant to the California Environmental Quality Act and the South Coast Air Quality Management District CEQA Air Quality Handbook. Reduce

impacts using available land use and transportation planning techniques such as:

- Incorporation of public transit stops;
- Pedestrian and bicycle linkage to commercial centers, employment centers, schools and parks;
- Preferential parking for car pools;
- Traffic flow improvements; and
- Employer trip reduction programs.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 6.1, 6.2, 6.6

**29. Control Dust and Particulate Matter:** To reduce dust and particulate matter levels, implement AQMD's fugitive dust control measures such as:

- Restricting outdoor storage of fine particulate matter;
- Requiring liners for truck beds and covering of loads;
- Controlling construction activities and emissions from unpaved areas; and
- Paving areas used for vehicle maneuvering.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** General Fund

**Time Frame:** 1994

**Related Recreation and Resources Element Policies:** 6.1, 6.2

**30. Implement State Energy Performance Requirements:** To meet state energy conservation requirements, adopt local legislation to establish, update and implement building code requirements for energy performance according to Title 24 Energy Regulations.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** General Fund, Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 6.1, 6.2, 6.7

**31. Energy Efficient Private Buildings:** Encourage project proponents to incorporate energy conservation techniques in proposed projects. Provide brochures with information on energy efficient building and site design at the public counter.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund, Development Fees

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 6.1, 6.2, 6.7

**32. Energy Efficient Public Buildings:** Implement energy conservation measures in public buildings through the following actions:

- Promote energy efficient building and site design for all new public buildings during the site development permit process; and

- Install energy saving devices in new public buildings and retrofit existing public buildings.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** Utility Companies (through rebates), General Fund

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 6.1, 6.2, 6.7

**33. Promote Energy Retrofit Programs:** Promote retrofit programs by the City to reduce energy usage and consequently reduce emissions from energy consumption. Provide informational literature about available retrofit programs at City offices. Inform property owners of retrofit programs when plans for remodeling and rehabilitation projects are submitted.

**Responsible Agency/Department:** Public Works, Community Development, South-ern California Gas Company, Southern California Edison Company

**Funding Source:** General Fund, Development Fees, Southern California Gas Company, Southern California Edison Company

**Time Frame:** Ongoing

**Related Recreation and Resources Element Policies:** 6.1, 6.2, 6.7

# SAFETY AND NOISE ELEMENT IMPLEMENTATION PROGRAM

The Lake Forest General Plan is concerned with creating an urban environment that is both safe and pleasant. The Safety and Noise Element establishes policies and plans to achieve these environmental goals. To create a safe environment, the element establishes methods to minimize hazards associated with natural circumstances such as geologic conditions, seismic activity and flooding, and hazards associated with human activities such as aircraft overflights, hazardous materials, fire and crime. To create a pleasant environment, noise sources and planning techniques to reduce noise are identified. This Implementation Program consists of specific programs to achieve the Safety and Noise Element goals and policies. The programs incorporate actions, procedures and techniques to be implemented by City elected officials and staff during future years. Continued implementation of the programs will ensure that hazards to public safety are minimized and residents are protected from excessive noise.

## NATURAL HAZARDS AND HUMAN ACTIVITY HAZARDS

**1. Avoid Hazards in New Development Within Planned Communities:** Prior environmental documentation for Planned Communities may require mitigation measures for potential natural and human activity hazards. Review development proposals and amendments within Planned Communities for consistency with all mitigation measures required by prior environmental documentation.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 1.1, 1.2, 2.1, 2.2, 2.4, 2.5

**2. Avoid Hazards in New Development Outside Planned Communities:** Assess development proposals for sites outside of Planned Communities for potential hazards pursuant to the California Environmental Quality Act. Require measures to mitigate all identified significant public safety hazards. Address the following subjects in the assessment.

- Steep slopes, unstable geologic materials and faulting;
- Flooding;
- Brush and structural fires, and adequacy of water pressure for fire fighting purposes;
- Aircraft overflights;
- Hazardous materials use, transport, storage or disposal;
- Abandoned oil wells; and
- Ground transportation hazards (rail and roadway system).

In addition, monitor new development outside of the Planning Area for potential hazards to Lake Forest residents and request mitigation measures where appropriate.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 1.1, 1.2, 2.1, 2.2, 2.4, 2.5

**3. Open Space Easements for Geologic Hazards:** Where geologic instability or presence of faulting is identified, use open space easements and other applicable regulatory techniques to prohibit development and avoid public safety hazards.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund, Development Fees

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 1.1

**4. Structural Design:** To minimize damage from earthquakes and other geologic activity, implement the most recent state seismic guidelines and guidelines for other geologic hazards for structural design. Particularly emphasize the integrity of structures for inhabitable structures, critical structures and vital emergency facilities.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund, Development Fees

**Time Frame:** Ongoing

**Related Safety and Element Policies:** 1.1

**5. Soil and Geologic Surveys:** During the review of development proposals, require surveys of soil and geologic conditions by a state-licensed engineering geologist where appropriate. The purpose of the surveys is to determine the geologic stability of the site and identify design measures to minimize geologic hazards. Require the project design recommendations as conditions of project approval.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 1.1

**6. Earthquake Preparedness:** Promote earthquake preparedness in the community with periodic earthquake awareness programs. The program could include mailing brochures to residences and businesses, press releases, school education programs and presentations to homeowner groups and property managers. Coordinate programs with emergency service providers and the school districts to maximize public participation.

**Responsible Agency/Department:** Human Services

**Funding Source:** General Fund, Saddleback Valley Unified School District, County Fire Department, Orange County Sheriff's Department

**Time Frame:** Annual

**Related Safety and Noise Element Policies:** 1.1

**7. Flood Control Insurance:** Participate in the National Flood Insurance Administration (NFIA) program administered through the

Federal Emergency Management Agency (FEMA). The NFIA program provides federal flood insurance subsidies and federally financed loans for property owners in flood-prone areas. To qualify for federal flood insurance, the City must identify flood hazard areas and implement a system of protective controls. Areas in the Planning Area prone to flooding have been mapped by FEMA and the City will continue to implement the following land use controls to minimize flooding impacts:

- Floodway - Development is usually prohibited unless encroachment will not obstruct flows or cause increased flood levels.
- Floodway fringe - Development encroachment is permitted if the lowest floor of the structure is one foot above the highest estimated flood elevation.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 1.2

**8. Flood Control System:** Coordinate with the Orange County Flood Control District to ensure regularly scheduled maintenance of flood control channels and completion of necessary repairs. In addition, work with the district to identify new flood control improvements for existing flood hazards and potential hazards from new development, and establish installation programs for improvements. Require detention basins for new development, where necessary, to reduce flooding risks.

**Responsible Agency/Department:** Public Works, Orange County Flood Control District

**Funding Source:** Orange County Flood Control District, Development Fees

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 1.2

**9. Reduce Risks from Hazardous Materials:** Minimize public health and environmental risks from the use, transport, storage and disposal of hazardous materials with the following approaches:

- Cooperating with federal, state and local agencies to effectively regulate the management of hazardous materials and hazardous waste;
- Cooperating with the County of Orange to implement applicable portions of the County Hazardous Waste Management Plan;
- Establishing defined transportation routes in the Planning Area for the conveyance of hazardous materials; and
- Developing an emergency response plan for accidents involving hazardous materials.

**Responsible Agency/Department:** Community Development, Public Works, County of Orange

**Funding Source:** General Fund, Federal, State and Local Regulatory Agencies

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 2.2

**10. Household Hazardous Waste Program:** Adopt a Household Hazardous Waste Program to protect residents from danger resulting from the use, transportation and disposal of hazardous materials used in the home. The program should include public

education about health and environmental hazards of household hazardous materials, and periodic collection campaigns at established sites.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund

**Time Frame:** 1994/1995

**Related Safety and Noise Element Policies:** 2.2, 2.3

**11. Promote Fire Prevention:** Promote fire prevention in Lake Forest in the following ways:

- Working closely with the Orange County Fire Department to implement fire hazard education and fire prevention programs, including fuel modification programs;
- Coordinating with the local water districts and Orange County Fire Department to ensure that water pressure for urban areas and sites to be developed is adequate for fire fighting purposes; and
- Adopting and implementing the Uniform Fire Code provisions and appropriate amendments to reflect the unique Lake Forest topography, climate, vegetation and urban form.

**Responsible Agency/Department:** Community Development, Orange County Fire Department

**Funding Source:** General Fund, Orange County Fire Department, Development Fees, Property Owners

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 2.4

**12. Ground Transportation Safety:** Several regional ground transportation routes traverse the Planning Area including the Interstate 5, Foothill Transportation Corridor, the railroad and frequently traveled surface roadways. To minimize the potential for accidents involving automobiles, pedestrians and cyclists, work closely with the Orange County Sheriff's Department, OCTA, Amtrak, SCRRA, Santa Fe Railway Company, and the California Highway Patrol to identify safety problems and implement corrective measures.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund, OCTA, Amtrak, SCRRA, Santa Fe Railway Company, Caltrans, Orange County Sheriff's Department

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 2.5

**13. Minimize Criminal Activity:** Protect residents and businesses from criminal activity by providing substantive levels of police protection, educating the public about methods to reduce criminal activity and continuing the graffiti removal program. The specific actions to implement these goals are identified below:

- When renewing the service contract with the Orange County Sheriff's Department, ensure that contracted staffing levels correspond to the population and geography of Lake Forest, and that sufficient emphasis is placed on staff and programs for crime prevention;
- Ensure that the mutual aid agreements between the Orange County Sheriff's Department and the police departments of surrounding jurisdictions are in place for emergency situations;

- Use defensible space and lighting concepts in development project designs to enhance public safety;
- Coordinate with the Orange County Sheriff's Department to increase public awareness about criminal activity and crime prevention activities. Maximize the use of Neighborhood Watch programs in both residential and business communities;
- Coordinate with the Orange County Sheriff's Department and Saddleback Valley Unified School District to provide periodic crime prevention programs in local schools; and
- Continue to administer an effective graffiti removal and avoidance program.

**Responsible Agency/Department:** Human Services, Community Development, Orange County Sheriff's Department

**Funding Source:** General Fund, Development Fees

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 2.6

## EMERGENCY PREPAREDNESS

**14. Emergency Preparedness Plan:** Prepare and maintain an Emergency Preparedness Plan to maximize the efforts of emergency service providers (e.g., fire, medical and law enforcement) and minimize human suffering and property damage during disasters. The plan should identify resources available for emergency response and establish coordinated action plans for specific emergency situations and disasters including earthquake, fire, major rail and roadway accident, flooding, hazardous materials incident, civil disturbance, nuclear attack and incident at San Onofre Nuclear Generating Station.

**Responsible Agency/Department:** Human Services in coordination with Emergency Service Providers

**Funding Source:** General Fund

**Time Frame:** 1994/1995

**Related Safety and Noise Element Policies:** 4.1

**15. Communication Network for Emergencies:** Support a high level multi-jurisdictional cooperation and communication for emergency planning and management. Solicit private individuals and organizations to enhance service provider communication and response with cellular telephones, ham radios, AM/FM radio and cable television and Saddleback Valley Unified School District.

**Responsible Agency/Department:** Human Services

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 4.1

**16. Secure Emergency Facilities:** Ensure that all existing and proposed vital facilities, such as hospitals, fire stations and communication stations, are designed and operated to remain functional during a disaster.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 4.1

**17. Emergency Preparedness Education:** Educate residents and businesses to take

appropriate action to safeguard life and property during and immediately after emergencies. Education about emergency preparedness can occur through the distribution of brochures, presentations to civic groups and homeowner associations, and instruction in local schools.

**Responsible Agency/Department:** Human Services, Saddleback Valley Unified School District

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 4.2

## NOISE AND LAND USE PLANNING

**18. Compatible Development:** Use noise and land use compatibility standards to guide future planning and development decisions. Table SN-2 in the Safety and Noise Element summarizes the standards for acceptable noise levels by land use types. Table SN-3 in the Safety and Noise Element provides criteria for assessing the compatibility of future development with the noise environment. The compatibility criteria are based on the noise standards in Table SN-2. Review development proposals to ensure that the noise standards and compatibility criteria are met. Require mitigation measures, where necessary, to reduce noise levels to meet the noise standards and compatibility criteria.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 5.1, 5.2

**19. Acceptable Noise Levels for New Development:** Ensure that new development is exposed to acceptable noise levels. Require acoustical analyses for all proposed development within the 60 dB CNEL contour as shown on Figure SN-4, Future Noise Contours, in the Safety and Noise Element. Also require acoustical analyses for all proposed residential projects in the vicinity of existing and proposed commercial and industrial areas. Where the noise analyses indicate that the noise standards in Table SN-2 will be exceeded, require noise control measures to be incorporated into the proposed development to reduce noise to acceptable levels. Noise control measures may include berms, walls, and sound attenuating architectural design and construction methods. Only permit new development if the noise standards and the City Noise Ordinance can be met.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 5.1, 5.2

**20. Noise Insulation Standards:** Enforce the provisions of the State of California Noise Insulation Standards (Title 24) that specify that indoor noise levels for multi-family residential living spaces shall not exceed 45 dB CNEL. The Title 24 noise standard is defined as the combined effect of all noise sources and is implemented when existing or future exterior noise levels exceed 60 dB CNEL. Figure SN-4, Future Noise Contours, will be used to determine where exterior noise levels exceed 60 dB CNEL. Title 24 requires that the standard be applied to all new hotels, motels, apartment houses and dwellings other than single-family dwellings. Also apply the standard to single-family dwellings and condominium conversion projects as official policy.

**Responsible Agency/Department:** Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 5.1, 5.2

**21. Noise Control Coordination:** To ensure continued effectiveness of noise control efforts, designate the Community Development Department as the noise control coordinator and charged with the responsibilities of enforcing the City noise policy.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 5.1

TRANSPORTATION NOISE

**22. Reduce Roadway Noise:** Reduce noise impacts from transportation activity to enhance the quality of the community. Incorporate noise control measures, such as sound walls and berms, into roadway improvement projects to mitigate impacts to adjacent development. Request Cal-trans and the Orange County Transportation Corridor Agencies to provide noise control for roadway projects within the Planning Area. Particularly advocate reducing noise impacts from the San Diego Freeway and the Foothill Transportation Corridor.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Sources:** General Fund, Development Fees, Measure M Funds, Foothill Circulation Phasing Plan Funds, Gas Tax Revenues

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 5.2, 6.1

**23. Noise Reduction Information:** Provide written information describing methods of retrofitting existing structures and properties to reduce noise impacts, including sound insulation, double-pane glass windows, sound walls, berming and other measures.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** 1994/1995

**Related Safety and Noise Element Policies:** 5.2

**24. Minimize Bus and Truck Noise:** Periodically review truck and bus routes in the Planning Area for noise impacts to residential and other sensitive land uses. Where noise impacts are identified from truck traffic, modify the designated truck routes to avoid impacts. Where impacts are identified from bus traffic, recommend alternative routes to the Orange County Transportation Authority.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 6.1

**25. Vehicle Noise:** Coordinate with the Orange County Sheriff's Department and the California Highway Patrol to enforce the California Vehicle Code pertaining to noise standards for cars, trucks and motorcycles.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund, Orange County Sheriff's Department, California Highway Patrol

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 6.1

**26. Reduce Rail Noise Impacts:** Encourage construction of noise barriers along existing residential areas adjacent to the OCTA railroad. To reduce train noise, encourage Southern California Regional Rail Authority, Amtrak and Santa Fe Railway Company to use welded track in good repair, minimize train horn soundings to the extent permitted by law, and use improved vehicle system technology and procedures. Monitor existing operations on the railroad in addition to any plans for future rail infrastructure or service development. Discourage all actions that increase noise levels unless impacts are mitigated to comply with the Noise Element standards.

**Responsible Agency/Department:** Public Works, Community Development, Southern California Regional Rail Authority, Amtrak, Santa Fe Railway Company

**Funding Source:** General Fund, OCTA, Santa Fe Railway Company

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 6.1

## NON-TRANSPORTATION NOISE

**27. Noise Ordinance:** Continue to enforce the Noise Ordinance to protect residents from excessive noise levels from stationary sources. The ordinance provides protection from non-transportation related noise sources such as music, machinery, pumps, air conditioners and truck traffic on private property. Periodically evaluate ordinance for adequacy and revised, as needed, to address community needs and changes in legislation and technology.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 7.1

**28. Minimize Commercial Noise:** Amend the City Noise Ordinance to limit delivery hours for stores with loading areas or docks that front, side, border or gain access on driveways next to residential and other noise sensitive areas. Only approve exceptions if full compliance with the nighttime limits of the noise ordinance is achieved.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 7.1

**29. Minimize Construction Noise:** Require all construction activity to comply with the limits established in the City Noise Ordinance.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund, Development Fees

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 7.1

**30. City Noise Compliance:** All City departments and agencies will comply with local, state and federal noise standards, including state and federal OSHA standards. All new equipment or vehicle purchases will comply with local, state and federal noise standards. Such equipment includes compressors, air conditioners, leaf blowers and other fixed and mobile machinery. Purchase noise producing equipment with the necessary noise abating equipment installed.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Safety and Noise Element Policies:** 7.1

**31. Roadway Construction Projects:** Ensure that improvements and maintenance for City streets include the use of low-noise generating paving materials.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund, Measure M Revenue, Development Fees, Other State and Federal Sources, and Gas Tax Revenue

**Time Frame:** On-going

**Related Safety and Noise Element Policies:** 6.1

**32. City Contracts:** Reduce the noise impacts associated with City services acquired through contracts with other public and private entities, such as street sweeping, solid waste removal and transport, landscaping maintenance, construction projects and emergency services.

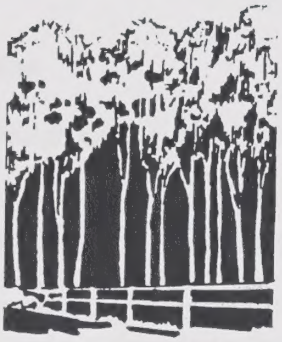
**Responsible Agency/Department:** Community Development, Public Works, Human Services

**Funding Source:** City Service Contracts

**Time Frame:** On-going

**Related Safety and Noise Element Policies:** 5.1, 6.1, 7.1

# PUBLIC FACILITIES/GROWTH MANAGEMENT ELEMENT IMPLEMENTATION PROGRAM



This Implementation Program consists of programs to implement the Public Facilities/ Growth Management Element. Long-range goals and related policies are established in the element for planning public facilities (such as water and sewer service, roads, fire protection and schools) for anticipated development and population growth. The element contains other goals and policies to balance development in Lake Forest with regional infrastructure. Programs in this Implementation Plan are designed to achieve the Public Facilities/Growth Management Element goals and policies. The programs incorporate actions, procedures and techniques to be implemented by City elected officials and staff in future years. Continued implementation of the programs will ensure that adequate public facilities and services are available to meet the demands of new development.

## WATER AND SEWER SERVICE

**1. Public Facilities/Services Advisory Network:** Establish an advisory network composed of representatives of local public facility and service providers, including water and sewer districts. One of the purposes of the advisory network is to ensure that community needs for water and sewer service are being met, and the capacity of infrastructure is adequate.

**Responsible Agency/Department:** Public Works, Community Development~~, Los Alisos Water District~~, El Toro Water District, Irvine Ranch Water District, Trabuco Canyon Water District

**Funding Source:** General Fund, Water Districts

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Policies:** 1.1

**2. Water and Sewer Service for Planned Communities:** Review development proposals and amendments within Planned Communities for consistency with water and sewer infrastructure requirements established in approved development plans and agreements.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 1.1

**3. Water and Sewer Service for Proposed Development Outside Planned Communities:** For proposed development projects outside of Planned Communities, require appropriate engineering studies to determine water and sewer infrastructure requirements. Require the recommendations of the studies to be incorporated into the design of projects. Early engineering studies will allow the City and water districts to anticipate water and sewer infrastructure impacts prior to development, and permit more time to plan required improvements. Require the dedication of necessary right-of-way and

construction of water and sewer infrastructure improvements for all development projects.

**Responsible Agency/Department:** Public Works, Community Development, El Toro Water District, Irvine Ranch Water District, Trabuco Canyon Water District

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 1.1

## NATURAL GAS, ELECTRICITY AND COMMUNICATIONS

**4. Public Facilities/Services Advisory Network:** Establish an advisory network composed of representatives of local public facility and service providers including local power providers (Southern California Gas Company and Southern California Edison Company), and communication service providers (Pacific Bell and Cox Communications). One of the purposes of the advisory network is to ensure that community needs for energy and communication services are being met.

**Responsible Agency/Department:** Public Works, Community Development, Southern California Gas Company, Southern California Edison Company, Pacific Bell, Cox Communications

**Funding Source:** General Fund, Power Providers, Communication Service Providers

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 2.1

**5. Power and Communication Service for Planned Communities:** Review development proposals and amendments within Planned Communities for consistency with power and communication infrastructure requirements established in approved development plans and agreements.

**Responsible Agency/Department:** Public Works, Community Development, Southern California Gas Company, Southern California Edison Company

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 2.1

**6. Power and Communication Service for Proposed Development Outside Planned Communities:** For proposed development projects outside of Planned Communities, require appropriate studies to be prepared to determine requirements for natural gas, electricity, telephone and cable infrastructure. Review the recommendations of the studies to be incorporated into the design of projects. Require the dedication of necessary right-of-way for all development projects.

**Responsible Agency/Department:** Public Works, Community Development, Southern California Gas Company, Southern California Edison Company

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 2.1

## FIRE PROTECTION AND LAW ENFORCEMENT

**7. Public Facilities/Services Advisory Network:** Establish an advisory network composed of representatives of local public facility and service providers including the Orange County Fire Department and Orange

County Sheriff's Department. One of the purposes of the advisory network is to ensure that community needs for fire protection and police services are being met.

**Responsible Agency/Department:** Human Services, Public Works, Community Development, Orange County Fire Department, Orange County Sheriff's Department

**Funding Source:** General Fund, Orange County Fire Department, Orange County Sheriff's Department

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 3.1

**8. Fire and Police Facilities for Planned Communities:** Review development proposals and amendments within Planned Communities for consistency of fire and police facility requirements established in approved development plans and agreements.

**Responsible Agency/Department:** Public Works, Community Development, Human Services

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 3.1

**9. Service Contract Renewal:** When the City renews its service contract with the Orange County Sheriff's Department, consider the following issues :

- Service standards in Lake Forest;
- The staffing levels identified in the service contracts should reflect the established service standards, community population, crime conditions, geography of the service area and availability of funds;
- The contracts should include service to development that will be constructed during the terms of the contracts; and
- The size of Fire and Orange County Sheriff's Department facilities in the City should accommodate staff and equipment and the distribution of facilities should maximize emergency response times. Facility improvements to accommodate new development should be addressed in the contracts.

**Responsible Agency/Department:** Human Services, Community Development, Orange County Fire Department, Orange County Sheriff's Department

**Funding Source:** General Fund

**Time Frame:** Renewal of Service Contracts with County Fire Department and Orange County Sheriff's Department

**Related Public Facilities/Growth Management Element Policies:** 3.1, 3.2

## FLOOD CONTROL

**10. Public Facilities/Services Advisory Network:** Establish an advisory network composed of representatives of local public facility and service providers including the Orange County Flood Control District. One of the purposes of the advisory network is to ensure that community needs for flood control and infrastructure maintenance are being met.

**Responsible Agency/Department:** Public Works, Community Development, Orange County Flood Control District

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 4.1

**11. Flood Control Facilities for Planned Communities:** Review development proposals and amendments within Planned Communities for consistency with flood control requirements established in approved development plans and agreements.

**Responsible Agency/Department:** Public Works, Community Development, Orange County Flood Control District

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Growth Management/Public Facilities Element Policies:** 4.1

**12. Flood Control Facilities for Proposed Development Outside Planned Communities:** For proposed development outside of Planned Communities, require appropriate engineering studies to be prepared to determine required flood control facilities. Require the recommendations of the studies to be incorporated into the design of projects. Early engineering studies will allow the City and Orange County Flood Control District to anticipate drainage impacts prior to development, and permit more time to plan required improvements. Require the construction of flood control facilities for all development projects.

**Responsible Agency/Department:** Public Works, Community Development, Orange County Flood Control District

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Policies:** 4.1

**13. Flood Control Program:** In concert with the Orange County Flood Control District, identify deficiencies in the local storm drainage system and determine maintenance requirements. Develop a program to replace aging or inadequate components of the drainage system. Prioritize improvements so that greater drainage problems are fixed before minor ones.

**Responsible Agency/Department:** Public Works, Community Development, Orange County Flood Control District

**Funding Source:** General Fund

**Time Frame:** 1994/1995

**Related Growth Management/Public Facilities Element Policies:** 4.1

**LIBRARIES**

**14. Public Facilities/Services Advisory Network:** Establish an advisory network composed of representatives of local public facility and service providers including the Orange County Public Library. One of the purposes of the advisory network is to ensure that community needs for library services are being met.

**Responsible Agency/Department:** Public Works, Community Development, Human Services, Orange County Library

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 5.1

**15. Library Facilities for New Development:** Review development proposals and amendments within Planned Communities for consistency with library impact fees required by approved development plans and agreements. Assess proposed development outside of Planned Communities for library impact fees in conjunction with the Orange County Public Library.

**Responsible Agency/Department:** Public Works, Community Development, Orange County Public Library

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Policies:** 5.1

## SCHOOLS

**16. Public Facilities/Services Advisory Network:** Establish an advisory network composed of representatives of local public facility and service providers including Saddleback Valley Unified School District. One of the purposes of the advisory network is to ensure that community needs for public education are being met.

**Responsible Agency/Department:** Public Works, Community Development, Human Services, Saddleback Valley Unified School District

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 6.1

**17. Schools for Planned Communities:** Review development proposals and amendments within Planned Communities for consistency with school facility requirements established in approved development plans and agreements. Work with the district to collect student impact fees.

**Responsible Agency/Department:** Public Works, Community Development, Saddleback Valley Unified School District

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 6.1

**18. Schools for Proposed Development Outside Planned Communities:** For proposed development projects outside Planned Communities, determine anticipated student generation in conjunction with Saddleback Valley Unified School District. Work with the District to collect student impact fees. Require the dedication of necessary school sites where appropriate.

**Responsible Agency/Department:** Public Works, Community Development, Saddleback Valley Unified School District

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 6.1

**19. SVUSD Master Plan:** Work with Saddleback Valley Unified School District in future updates of the Master Plan. Provide information about existing and planned land use to the District. Coordinate with the District in establishing new school facility sites, student generation formulas and facility improvement plans.

**Responsible Agency/Department:** Community Development, Saddleback Valley Unified School District

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 6.1

## TRANSPORTATION

**20. Roadway Levels of Service:** As development occurs, the City will maintain the roadway service standards established in the

Circulation Element. Evaluate development proposals for impacts to roadway system. Where projects will cause traffic levels to exceed the identified service standards, require the developer to construct roadway improvements to avoid excessive traffic levels. Enforce the LOS goals through conditions of approval and monitored annually through the Performance Monitoring Program.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** Development Fees, Measure M Transportation Funds, State and Federal Transportation Funds

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 7.1

**21. Intersection Levels of Service:** Within three years of the issuance of the first building permit for a development or within five years of issuing the first grading permit for said development project, whichever occurs first, ensure that the necessary improvements to transportation facilities to which the project contributes measurable traffic are constructed and completed to attain Level of Service (LOS) D at the intersections under the sole control of the City. Intersections under the jurisdiction of another city, county or state are exempt from this requirement. Intersections on the Deficient Intersection List established either by the City or the Foothill Growth Management Area are also exempt.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 7.1

**22. Deficient Intersection Fees:** Assess a mitigation fee (called "Deficient Intersection Fee") for all development contributing measurable impacts to intersections on the Deficient Intersection List, and all projects contributing cumulatively ten percent or more of the traffic using an intersection. The fee is determined by the jurisdictions in the Foothill Growth Management Area and shall be administered locally as part of the City's Capital Improvement Program. Establish a Deficient Intersection Fund to make intersection improvements to achieve the LOS standards established in the General Plan.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 7.1

**23. Transportation System Improvement Program:** Continue to collect Transportation System Improvement Program (TSIP) fees for transportation improvements within City boundaries. Work with jurisdictions within the Foothill Growth Management Area to determine acceptable fees for regional impacts. The regional fees may be assessed as necessary in addition to the City's TSIP fees to cover shortfalls that may not be generated by the established fee program.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** Development Fees, General Fund

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 7.1

**24. Street Improvements:** Require development fees to pay the cost of street

improvements associated with their development, including regional traffic mitigation. New revenues generated from Measure M shall not be used to replace private developer funding committed for a specific project.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 7.1

**25. Development Phasing:** Establish a development phasing program for all new development. The program must phase approval of development with improvements to roadway capacity and include the following components:

- An overall development plan that demonstrates the ability of the infrastructure to support planned development;
- Inclusion of the development phasing plan in the development review and entitlement process, and approval of the phasing plan prior to issuance of building or grading permits; and
- A monitoring provision whereby the City shall monitor the implementation of the development phasing plan of each new development project on an annual basis and prepare a report indicating the status of the development approval, required traffic improvements, and relationship between development and traffic improvement.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** Development Fees, Development Fees

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 7.1

**26. Performance Monitoring Program:** Prepare a Performance Monitoring Program to annually evaluate compliance with development phasing programs for all ongoing development projects, and maintenance of transportation service levels.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** General Fund

**Time Frame:** 1994/1995

**Related Public Facilities/Growth Management Element Policies:** 7.1

**27. Capital Improvement Fund:** Adopt and maintain a seven-year Capital Improvement Program to conform to the provisions of Measure M and maintain adopted transportation service levels.

**Responsible Agency/Department:** Public Works, Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 7.1

## JOBS/HOUSING BALANCE

**28. Improve Jobs/Housing Balance:** To the extent possible, improve the balance between jobs and housing in Lake Forest and the region through land use decisions. Substantial acreage is designated in the General Plan Land Use Element for development that generates jobs such as commercial, office and light industrial. Work with property owners to develop areas with such designations to provide new employment opportunities for

residents of Lake Forest and nearby communities.

**Responsible Agency/Department:** Community Development, City Council

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 8.1

## INTERJURISDICTIONAL COORDINATION AND COOPERATION

**29. Interjurisdictional Planning Forums:** Participate in inter-jurisdictional planning forums in the following ways:

- Cooperate with the County of Orange, the Orange County Transportation Authority (OCTA) and other local jurisdictions through the Regional Advisory and Planning Council (RAPC), or other appointed bodies, to implement Measure M and the development of future revisions;

- Work with interjurisdictional forums (such as the City-County Coordinating Committee) to make sure that the City's fees are consistent with minimally acceptable impact fees for application in the Foothill Growth Management Area (GMA);

- Participate in the interjurisdictional planning forums for the Foothill GMA to discuss implementing traffic improvements, cooperative land use planning and appropriate mitigation measure for development projects with multi-jurisdictional impacts;

- Work with interjurisdictional planning forums to improve the subregional balance of jobs and housing;

- Cooperate with the County of Orange in implementing the Facility Implementation Plans and collaborating in the Development Monitoring Program;

- Cooperate with state, county and local governments in planning and implementing the City's Circulation Element, and coordinating efforts to ensure orderly development; and

- Coordinate population, housing, employment and land use projections with the state Department of Finance, Southern California Association of Governments (SCAG), the County of Orange Development Monitoring Program, and local school and water districts.

**Responsible Agency/Department:** Community Development, Public Works

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 9.1

**30. Interjurisdictional Congestion Management Planning:** Continue to cooperate with the County of Orange in annually updating the Congestion Management Plan (CMP) pursuant to AB 471 requirements. Participating in the annual CMP update will ensure that the City receives its share of state gasoline sales tax revenue for transportation improvements.

**Responsible Agency/Department:** Public Works

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 9.1

**31. Regional Development Monitoring:** Monitor proposals for major new development in areas outside of Lake Forest for potential impacts to the region and the City. Monitor regional and local transportation system, air quality impacts, open space and sensitive habitat fragmentation, impacts to regional landfill capacity, and exacerbation of the regional jobs/housing imbalance.

**Responsible Agency/Department:** Community Development

**Funding Source:** General Fund

**Time Frame:** Ongoing

**Related Public Facilities/Growth Management Element Policies:** 9.1 and 9.2

# APPENDIX B:
# GENERAL PLAN GLOSSARY

**LAKE FOREST**

**GENERAL PLAN**

# GENERAL PLAN GLOSSARY

**Access** - A way of approaching or entering a property, including ingress (the right to enter) and egress (the right to leave).

**Acres, Net** - The portion of a site that can actually be built upon. The following generally are not included in the net acreage of a site: public or private road rights-of-way, public open space, and flood ways.

**ADT** - Average daily trips made by vehicles in a 24-hour period.

**Air Basin** - One of 14 self-contained regions of California minimally influenced by air quality in contiguous regions.

**Air Pollutant Emissions** - Discharges into the atmosphere, usually specified in terms of weight per unit of time for a given pollutant from a given source.

**Air Pollution** - The presence of contaminants in the air in concentrations that exceed naturally occurring quantities and are undesirable or harmful.

**Air Quality Standards** - The prescribed (by the Environmental Protection Agency and the California Air Resources Board) level of pollutants in the outside air that cannot be exceeded legally during a specified time in a specified geographical area.

**ALUC** - Airport Land Use Commission.

**Ambient Noise Level** - The overall noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.

**Amtrak (or National Passenger Railroad Administration)** - railway operator providing intercity passenger service.

**Annexation** - The incorporation of a land area into an existing city with a resulting change in the boundaries of that city.

**Application For Development** - The application form(s) and all accompanying documents and exhibits required of an applicant by an approving authority for development review by governmental agency(s).

**Aquifer** - An underground bed or layer of earth, gravel or porous stone that contains water.

**Archaeological Site** - Land or water areas which show evidence of human, plant or animal activity, usually dating from periods of which only vestiges remain.

**Arterial** - A major street carrying the traffic of local and collector streets to and from freeways and other major streets, with controlled intersections and generally providing direct access to nonresidential properties.

**Assisted Housing** - Generally multi-family rental housing, but sometimes single-family ownership units, whose construction, financing, sales prices, or rents have been subsidized by federal, state, or local housing programs including, but not limited to, Federal Section 8 (new construction, substantial rehabilitation, and loan management set-asides), Federal Sections 213, 236, and 202, Federal Section 221(d)(3) (belowmarket interest rate program), Federal Section 101 (rent supplement assistance), CDBG, FmHA Section 515, multi-family mortgage revenue bond programs, local redevelopment and in lieu fee programs, and units developed pursuant to local inclusionary housing and density bonus programs.

**AT&SF (or Santa Fe)** - The Atchison, Topeka & Santa Fe Railway Company. AT&SF provides operation of freight service.

**A-Weighted Decibel (dBA)** - A numerical method of rating human judgement of loudness. The A-weighted scale reduces the effects of low and high frequencies in order to simulate human hearing.

**Base Flood Elevation** - The highest elevation, expressed in feet above sea level, of the level of flood waters expected to occur during a 100-year flood (i.e., a flood that has 1 percent likelihood of occurring in any given year).

**Benefit Assessment District** - An area within a public agency's boundaries which receives a special benefit from the construction of one or more public facilities. A Benefit Assessment District has no legal life of its own and cannot act by itself. It is strictly a financing mechanism for providing public infrastructure as allowed under the Streets and Highways Code. Bonds may be issued to finance the improvements, subject to repayment by assessments charged against the benefitting properties. Creation of a Benefit Assessment District enables property owners in a specific area to cause the construction of public facilities or to maintain them (for example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

**Bicycle Lane (Class II facility)** - A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

**Bicycle Path (Class I facility)** - A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping.

**Bicycle Route (Class III facility)** - A facility shared with motorists and identified only by signs, a bicycle route has no pavement markings or lane stripes.

**Bikeways** - A term that encompasses bicycle lanes, bicycle paths, and bicycle routes.

**Blight** - A condition of a site, structure, or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility. The Community Redevelopment Law (Health and Safety Code, Sections 33031 and 33032) contains a definition of blight used to determine eligibility of proposed redevelopment project areas.

**Buffer** - A strip of land designated to protect one type of land use from another with which it is incompatible. Where a commercial district abuts a residential district, for example, additional use, yard, or height restrictions may be imposed to protect residential properties. The term may also be used to describe any zone that separates two unlike zones such as a multifamily housing zone between single-family housing and commercial uses.

**Building** - Any structure having a roof supported by columns or walls and intended for the shelter, housing or enclosure of any individual, animal, process, equipment, goods or materials of any kind or nature.

**California Environmental Quality Act (CEQA)** - A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project. General Plans require the preparation of a "program EIR."

**California Housing Finance Agency (CHFA)** - A State agency, established by the Housing and Home Finance Act of 1975, which is authorized to sell revenue bonds and generate funds for the development, rehabilitation, and conservation of low- and moderate-income housing.

**Caltrans** - California Department of Transportation.

**Capital Improvement Program (CIP)** - A proposed timetable or schedule of all future capital improvements (government acquisition of real property, major construction project, or acquisition of long lasting, expensive equipment) to be carried out during a specific period and listed in order of priority, together with cost estimates and the anticipated means of financing each project. Capital improvement programs are usually projected five or six years in advance and should be updated annually.

**Census** - The official decennial enumeration of the population conducted by the federal government.

**City** - City, with a capital "C," generally refers to the government or administration of a city. City, with a lower case "c" may mean any city.

**Clean Air Act** - Federal legislation establishing national air quality standards.

**Clustered Development** - Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

**Collector** - A street for traffic moving between arterial and local streets, generally providing direct access to properties.

**Community Care Facility** - Any facility, place, or building which is maintained and operated to provide nonmedical residential care, day treatment, adult day care, or foster family agency services for children, adults, or children and adults, including, but not limited to, the physically handicapped, mentally impaired, incompetent persons, and abused or neglected children, and includes residential facilities, adult day care facilities, day treatment facilities, foster family homes, small family homes, social rehabilitation facilities, community treatment facilities, and social day care facilities.

**Community Development Block Grant (CDBG)** - A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for nonentitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

**Community Facilities District (CFD)** - Under the Mello-Roos Community Facilities Act of 1982 (Government Code Section 53311 et seq), a legislative body may create within its jurisdiction a special district that can issue tax-exempt bonds for the planning, design, acquisition, construction, and/or operation of public facilities, as well as provide public services to district residents. Special tax assessments levied by the district are used to repay the bonds.

**Community Noise Equivalent Level (CNEL)** - The average equivalent sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night after 10 p.m. and before 7 a.m. See also "A-Weighted Decibel."

**Community Redevelopment Agency (CRA)** - A local agency created under California Redevelopment Law, or a local legislative body which has elected to exercise the powers granted to such an agency, for the purpose of planning, developing, replanning, redesigning, clearing, reconstructing, and/or rehabilitating all or part of a specified area with residential, commercial, industrial, and/or public (including recreational) structures and facilities. The redevelopment agency's plans must be compatible with adopted community General Plans.

**Compatibility** - The characteristics of different uses or activities that permit them to be located near each other in harmony and without conflict. The designation of permitted and conditionally permitted uses in zoning districts are intended to achieve compatibility within the district. Some elements affecting compatibility include: intensity of occupancy as measured by dwelling units per acre; pedestrian or vehicular traffic generated; volume of goods handled; and such environmental effects as noise, vibration, glare, air pollution, or the presence of hazardous materials. On the other hand, many aspects of compatibility are based on personal preference and are much harder to measure quantitatively, at least for regulatory purposes.

**Comprehensive Phasing Plan (CPP)** - A road improvement and financing plan which responds to the level of service requirements of the Circulation Element. With regard to road improvements, a CPP must include level of service requirements and take into account measurable traffic impacts on the circulation system.

**Condominium** - A building, or group of buildings, in which units are owned individually, and the structure, common areas and facilities are owned by all the owners on a proportional, undivided basis.

**Congestion Management Plan (CMP)** - A mechanism employing growth management techniques, including traffic level of service requirements, development mitigation programs, transportation systems management, and capital improvement programming, for the purpose of controlling and/or reducing the cumulative regional traffic impacts of development. AB 1791, effective August 1, 1990, requires all cities, and counties that include urbanized areas, to adopt and annually update a Congestion Management Plan.

**Congregate Care Housing** - Generally defined as age-segregated housing built specifically for the elderly which provides services to its residents, the minimum of which is usually an on-site meal program, but which may also include housekeeping, social activities, counseling, and transportation. There is generally a minimum health requirement for acceptance into a congregate facility as most do not offer supportive health care services, thus differing from a nursing home. Residents usually have their own bedrooms and share common areas such as living rooms, dining rooms, and kitchens; bathrooms may or may not be shared.

**Conservation** - The management of natural resources to prevent waste, destruction or neglect.

**Cooperative** - A group of dwellings or an apartment building that is jointly owned by the residents, the common ownership including the open space and all other parts of the property. The purchase of stock entitles the buyer to sole occupancy, but not the individual ownership of a specified unit.

**Council of Governments (COG)** - A regional planning and review authority whose membership includes representation from all communities in the designated region. The Southern California Association of Governments (SCAG) and the San Bernardino Association of Governments (SAN-BAG) are examples of COGs in Southern California.

**Coverage** - The proportion of the area of the footprint of a building to the area of the lot on which its stands.

**CRA** - Community Redevelopment Agency.

**Critical Facility** - Facilities housing or serving many people which are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility "lifeline" facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

**Critical Movement** - Any of the conflicting through or turning movements at an inter-

section which determine the allocation of green signal time.

**Cumulative Impact** - As used in CEQA, the total impact resulting from the accumulated impacts of individual projects or programs over time.

**Day-Night Average Level** (Ldn) - The average equivalent sound level during a 24-hour day, obtained after addition of 10 decibels to sound levels in the night after 10 p.m. and before 7 a.m. See also "Community Noise Equivalent Level."

**Decibel** (dB) - A unit for describing the amplitude of sound, as it is heard by the human ear. See also "A-Weighted Decibel," "Community Noise Equivalent Level," and "Day-Night Average Level."

**Dedication** - The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city.

**Deficient Intersection Fund** - A trust fund established to implement necessary improvements to existing intersections which do not meet the level of service standards.

**Deficient Intersection List** - An existing deficient intersection that does not meet the established level of service standard, where there are seemingly no opportunities for making any conventional geometric improvements within the current seven-year Measure M capital improvement program.

**Density** - The number of families, individuals, dwelling units or housing structures per unit of land; usually density is expressed "per acre." Thus, the density of a development of 100 units occupying 20 acres is 5.0 units per acre.

**Density Bonus** - The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location.

**Density Transfer** - A way of retaining open space by concentrating densities, usually in compact areas adjacent to existing urbanization and utilities, while leaving unchanged historic, sensitive, or hazardous areas.

**Developer** - An individual who or business which prepares raw land for the construction of buildings or causes to be built physical building space for use primarily by others, and in which the preparation of the land or the creation of the building space is in itself a business and is not incidental to another business or activity.

**Development** - The division of a parcel of land into two or more parcels; the construction, reconstruction, conversion, structural alteration, relocation or enlargement of any structure; any mining, excavation, landfill or land disturbance, and any use or extension of the use of land.

**Development Impact Fees** - A fee or charge imposed on developers to pay for the costs to the City of providing services to a new development.

**Development Phasing Program** - A program which establishes the requirement that the issuance of building and grading permits shall be phased in a manner that assures implementation of required transportation improvements within the City. However, through the CEQA process, the City may tie the phasing of development to improvements outside of the City as a mitigation measures/conditions of approval for project-generated traffic impact fees. The City shall specify the order of improvements and phasing of dwelling units based, at a minimum, on mitigation measures adopted in conjunction

with environmental documentation and other relevant factors.

**Development Plan** - A plan, to scale, showing uses and structures proposed for a parcel or multiple parcels of land. It includes lot lines, streets, building sites, public open space, buildings, major landscape features and locations of proposed utility services.

**Development Rights** - The right to develop land by a land owner who maintains fee-simple ownership over the land or by a party other than the owner who has obtained the rights to develop. Such rights usually are expressed in terms of density allowed under existing zoning. For example, one development right may equal one unit of housing or may equal a specific number of square feet of gross floor area in one or more specified zone districts.

**Dwelling** - A structure or portion of a structure used exclusively for human habitation.

**Dwelling, Multi-Family** - A building containing two or more dwelling units for the use of individual families maintaining households; an apartment or condominium building is an example of this dwelling unit type.

**Dwelling, Single-Family Attached** - A one family dwelling attached to one or more other family dwellings by a common vertical wall; duplexes and townhomes are examples of this dwelling unit type.

**Dwelling, Single-Family Detached** - A dwelling which is designed for and occupied by not more than one family and surrounded by open space or yards and which is not attached to any other dwelling.

**Dwelling Unit** - One or more rooms, designed, occupied or intended for occupancy as separate living quarters, with cooking, sleeping and sanitary facilities provided within the unit for the exclusive use of a single-family maintaining a household.

**Easement** - A grant of one or more of the property rights by the property owner to and/or for use by the public, a corporation, or another person or entity.

**Economic Base** - The production, distribution and consumption of goods and services within a planning area.

**Element** - A division of the General Plan referring to a topic area for which goals, policies, and programs are defined (e.g., land use, housing, circulation).

**Eminent Domain** - The authority of a government to take, or to authorize the taking of, with compensation, private property for public use.

**Endangered Species** - A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.

**Environment** - The sum of all external conditions and influences affecting the life, development and, ultimately, the survival of an organism.

**Environmental Impact Report (EIR)** - A report, as prescribed by the California Environmental Quality Act (CEQA), on the effect of a development proposal and other major actions which significantly affect the environment.

**Essential Facilities** - Those facilities whose continued functioning is necessary to maintain public health and safety following a disaster. These facilities include fire and police stations, communications facilities, emergency operation centers, hospitals, administrative buildings, and schools designated as mass care shelters. Also included are key transportation facilities and utility facilities such as water supply, sewage disposal, gas storage facilities and transmission lines, and electric generation stations and transmission lines.

**Exaction** - A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to

mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

**Fault** - A fracture in the earth's crust forming a boundary between rock masses that have shifted.

**Fault, Active** - A fault that has moved within the last 11,000 years and which is likely to move again within the next 100 years.

**Fault, Inactive** - A fault which shows no evidence of movement in the last 11,000 years and no potential for movement in the relatively near future.

**Fault, Potentially Active** - A fault that last moved within the Quaternary Period (the last 2,000,000 to 11,000 years) before the Holocene Epoch (11,000 years to the present); or a fault which, because it is judged to be capable of ground rupture or shaking, poses an unacceptable risk for a proposed structure.

**FEMA** - Federal Emergency Management Agency.

**FHWA** - Federal Highway Administration.

**Finding(s)** - The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

**Fire Flow** - A rate of water flow that should be maintained to halt and reverse the spread of a fire.

**Flood Insurance Rate Map (FIRM)** - For each community, the official map on which the Federal Insurance Administration has delineated areas of special flood hazard and the risk premium zones applicable to that community.

**Flood Plain** - A lowland or relatively flat area adjoining the banks of a river or stream which is subject to a one percent or greater chance or flooding in any given year (i.e., 100-year flood).

**Flood, Regulatory Base** - Flood having a one percent chance of being equaled or exceeded in any given year (100-year flood).

**Floodway** - The channel of a watercourse or river, and portions of the flood plain adjoining the channel, which are reasonably required to carry and discharge the base flood of the channel.

**Floor Area Ratio (FAR)** - The gross floor area of all buildings on a lot divided by the lot area; usually expressed as a numerical value (e.g., a building having 5,000 square feet of gross floor area located on a lot of 10,000 square feet in area has a floor area ratio of .5:1).

**FmHA** - Farmers Home Administration.

**General Plan** - A legal document which takes the form of a map and accompanying text adopted by the local legislative body. The plan is a compendium of policies regarding the long-term development of a jurisdiction. The state requires the preparation of seven elements or divisions as part of the plan: land use, housing, circulation, conservation, open space, noise, and safety. Additional elements pertaining to the unique needs of an agency are permitted.

**Goal** - The ultimate purpose of an effort stated in a way that is general in nature and immeasurable; a broad statement of intended direction and purpose (e.g., "A balance of land use types within the city").

**Grade** - The degree of rise or descent of a sloping surface.

**Greenbelt** - An open area which may be cultivated or maintained in a natural state surrounding development or used as a buffer between land uses or to mark the edge of an urban or developed area.

**Ground Failure** - Mudslide, landslide, liquefaction or the compaction of soils due to ground shaking from an earthquake.

**Ground Shaking** - Ground movement resulting from the transmission of seismic waves during an earthquake.

**Groundwater** - The supply of fresh water under the ground surface in an aquifer or soil that forms a natural reservoir.

**Group Quarters** - A dwelling that houses unrelated individuals.

**Growth Management** - Techniques used by government to control the rate, amount and type of development.

**Growth Management Element** - The Growth Management Element of the City General Plan as required by the Revised Traffic Improvement and Growth Management Ordinance (Measure M).

**Habitat** - The physical location or type of environment in which an organism or biological population lives or occurs.

**HCD** - State Department of Housing and Community Development.

**HDC** - Non-profit Housing Development Corporation.

**HOME** - Home Investment Partnership Act.

**HOPE** - Homeownership for People Everywhere.

**Hazardous Materials** - An injurious substance, including pesticides, herbicides, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals and nuclear fuels.

**Historic Area** - A district, zone or site designated by local, state or federal authorities within which buildings, structures and places are of basic and vital importance due to their association with history, or their unique architectural style and scale, or their relationship to a square or park, and therefore should be preserved and/or developed in accord with a fixed plan.

**Household** - According to the Census, a household is all persons living in a dwelling unit whether or not they are related. Both a single person living in an apartment and a family living in a house are considered households.

**Household Income** - The total income of all the people living in a household. Households are usually described as very low income, low income, moderate income, and upper income for that household size, based on their position relative to the regional median income.

**Housing Affordability** - Based on State and Federal standards, housing is affordable when the housing costs are no more than 30 percent of household income.

**Housing Unit** - A room or group of rooms used by one or more individuals living separately from others in the structure, with direct access to the outside or to a public hall and containing separate toilet and kitchen facilities.

**HUD** - U.S. Department of Housing and Urban Development.

**Human Services** - The programs which are provided by the local, state, or federal government to meet the health, welfare, recreational, cultural, educational, and other special needs of its residents.

**Implementation Measure** - An action, procedure, program, or technique that carries out General Plan policy.

**Income Categories** - Four categories for classifying households according to income based on the median income for each county. The categories are as follows: Very Low (0-50% of county median); Low (50-80% of county median); Moderate (80-120% of county

median); and Upper (over 120% of county median).

**Infrastructure** - The physical systems and services which support development and population, such as roadways, railroads, water, sewer, natural gas, electrical generation and transmission, telephone, cable television, storm drainage, and others.

**Intensity** - A measure of the amount or level of development often expressed as the ratio of building floor area to lot area (floor area ratio) for commercial, business, and industrial development, or dwelling units per acre of land for residential development (also called "density").

**Intersection** - Where two or more roads cross at grade.

**Issue** - A problem, constraint, or opportunity requiring community action.

**Jobs/Housing Balance; Jobs/Housing Ratio** - The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute of employed persons; less than 1.0 indicates a net out-commute of employed persons.

**Joint Powers Authority (JPA)** - A legal arrangement that enables two or more units of government to share authority in order to plan and carry out a specific program or set of programs that serves both units.

**Landscaping** - Planting--including trees, shrubs, and ground covers--suitably designed, selected, installed, and maintained as to enhance a site or roadway.

**Land Use** - A description of how land use is occupied or used.

**Land Use Plan** - A plan showing the existing and proposed location, extent and intensity of development of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational and other public and private purposes or combination of purposes.

**Landslide** - A general term for a falling or sliding mass of soil or rocks.

**LIHPRHA** - Low Income Housing Preservation and Resident Homeownership.

**Liquefaction** - A process by which water-saturated granular soils transform from a solid to a liquid state due to ground-shaking. This phenomenon usually results from shaking from energy waves released in an earthquake.

**Local Agency Formation Commission (LAFCo)** - A five or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCo is empowered to approve, disapprove, or conditionally approve such proposals.

**Local Street** - A street providing direct access to properties and designed to discourage through-traffic.

**Local Transportation Authority** - The Orange County Transportation Commission, as established by the Board of Supervisors.

**Lot** - The basic unit of land development. A designated parcel or area of land established by plat, subdivision, or as otherwise permitted by law, to be used, developed or built upon as a unit.

**LOS** - Level of Service.

**Manufactured Housing** - Residential structures which are constructed entirely in the factory, and which since June 15, 1976, have been regulated by the federal Manufactured Home Construction and Safety Standards Act

of 1974 under the administration of the U.S. Department of Housing and Urban Development (HUD).

**Measurable Traffic** - A traffic volume resulting in a one percent increase in the sum of the critical movements at an intersection.

**Median Income** - The annual income for each household size which is defined annually by the Federal Department of Housing and Urban Development. Half of the households in the region have incomes above the median and half are below.

**Metrolink** - A commuter rail service operated by the Southern California Regional Rail Authority.

**Mineral Resource** - Land on which known deposits of commercially viable mineral or aggregate deposits exist. This designation is applied to sites determined by the State Division of Mines and Geology as being a resource of regional significance, and is intended to help maintain the quarrying operations and protect them from encroachment of incompatible land uses.

**Mining** - The act or process of extracting resources, such as coal, oil, or minerals, from the earth.

**Mitigate,** - To ameliorate, alleviate, or avoid to the extent reasonably feasible.

**Mobile Home** - A structure, transportable in one or more sections, which is at least 8 feet in width and 32 feet in length, which is built on a permanent chassis and designed to be used as a dwelling unit, with or without a permanent foundation when connected to the required utilities.

**Modular Unit** - A factory-fabricated, transportable building or major component designed for use by itself or for incorporation with similar units on-site into a structure for residential, commercial, educational, or industrial use. Differs from mobile homes and manufactured housing by (in addition to lacking an integral chassis or permanent hitch to allow future movement) being subject to California housing law design standards. California standards are more restrictive than federal standards in some respects (e.g., plumbing and energy conservation). Also called Factory-built Housing and regulated by State law of that title.

**National Environmental Policy Act (NEPA)** - An act passed in 1974 establishing federal legislation for national environmental policy, a council on environmental quality, and the requirements for environmental impact statements.

**National Flood Insurance Program** - A federal program which authorizes the sale of federally subsidized flood insurance in communities where such flood insurance is not available privately.

**National Historic Preservation Act** - A 1966 federal law that established a National Register of Historic Places and the Advisory Council on Historic Preservation, and which authorized grants-in-aid for preserving historic properties.

**Noise** - Any undesired audible sound.

**Noise Exposure Contours** - Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and Ldn are the metrics utilized to describe community noise exposure.

**Non-Attainment** - The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality.

**Non-Conforming Use** - A use that was valid when brought into existence, but by subsequent regulation becomes no longer conforming. "Non-conforming use" is a generic term and includes (1) non-conforming structures (by virtue of size, type of construction, location on land, or proximity to other structures), (2) non-conforming use of a conforming building, (3) non-conforming use of a non-conforming building, and (4) non-conforming use of land.

Thus, any use lawfully existing on any piece of property that is inconsistent with a new or amended General Plan, and that in turn is a violation of a zoning ordinance amendment subsequently adopted in conformance with the General Plan, will be a non-conforming use.

**Non-Domestic Water** - Water consisting of, but not limited to, a combination of treated wastewater and intercepted surface stream flow, supplemented by other waters including potable water.

**OCTA** - Orange County Transportation Authority.

**Open Space** - Any parcel or area of land or water essentially unimproved and set aside, designated, dedicated or reserved for public or private use or enjoyment.

**Ordinance** - A law or regulation set forth and adopted by a governmental authority, usually a city or county.

**Overcrowding** - As defined by the Census, a household with greater than 1.01 persons per room, excluding bathrooms, kitchens, hallways, and porches.

**Parcel** - A lot or tract of land.

**Planning and Research, Office of (OPR)** - A governmental division of the State of California which has among its responsibilities the preparation of a set of guidelines for use by local jurisdictions in drafting General Plans.

**Planning Area** - The Planning Area is the land area addressed by the General Plan. Typically, the Planning Area boundary coincides with the Sphere of Influence which encompasses land both within the City limits and potentially annexable land.

**Planning Commission** - A body, usually having five or seven members, created by a city or county in compliance with California law (Section 65100) which requires the assignment of the planning functions of the city or county to a planning department, planning commission, hearing officers, and/or the legislative body itself, as deemed appropriate by the legislative body.

**Policy** - Statements guiding action and implying clear commitment found within each element of the General Plan (e.g., "Provide incentives to assist in the development of affordable housing").

**Pollution** - The presence of matter or energy whose nature, location, or quantity produces undesired environmental effects.

**Program** - A coordinated set of specific measures and actions (e.g., zoning, subdivision procedures, and capital expenditures) the local government intends to use in carrying out the policies of the General Plan.

**Recreation, Active** - A type of recreation or activity which requires the use of organized play areas including, but not limited to, softball, baseball, football and soccer fields, tennis and basketball courts and various forms of children's play equipment.

**Recreation, Passive** - Type of recreation or activity which does not require the use of organized play areas.

**Redevelopment** - Redevelopment, under the California Community Redevelopment Law, is a process with the authority, scope, and financing mechanisms necessary to provide stimulus to reverse current negative business trends, remedy blight, provide job development incentives, and create a new image for a community. It provides for the planning, development, redesign, clearance, reconstruction, or rehabilitation, or any combination of these, and the provision of public and private improvements as may be appropriate or necessary in the interest of the general welfare. In a more general sense, redevelopment is a process in which existing development and use of land is replaced with newer development and/or use.

**Regional** - Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad homogeneous area.

**Regulation** - A rule or order prescribed for managing government.

**Rehabilitation** - The upgrading of a building previously in a dilapidated or substandard condition, for human habitation or use.

**Restoration** - The replication or reconstruction of a building's original architectural features, usually describing the technique of preserving historic buildings.

**Retrofit** - To add materials and/or devices to an existing building or system to improve its operation, safety, or efficiency. Buildings have been retrofitted to use solar energy and to strengthen their ability to withstand earthquakes, for example.

**Rezoning** - An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

**Right-of-Way** - A strip of land acquired by reservation, dedication, prescription or condemnation and intended to be occupied or occupied by a road, crosswalk, railroad, electric transmission lines, oil or gas pipeline, water line, sanitary or storm sewer, or other similar uses.

**Risk** - The danger or degree of hazard or potential loss.

**Sanitary Landfill** - The controlled placement of refuse within a limited area, followed by compaction and covering with a suitable thickness of earth and other containment material.

**Sanitary Sewer** - A system of subterranean conduits which carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (which carry surface water) and septic tanks or leech fields (which hold refuse liquids and waste matter on-site).

**SCAG** - Southern California Association of Governments.

**Seiche** - An earthquake-generated wave in an enclosed body of water such as a lake, reservoir, or bay.

**Seismic** - Caused by or subject to earthquakes or earth vibrations.

**Sensitive Species** - Includes those plant and animal species considered threatened or endangered by the U.S. Fish and Wildlife Service and/or the California Department of Fish and Game according to Section 3 of the Federal Endangered Species Act. Endangered - any species in danger of extinction throughout all, or a significant portion of, its range. Threatened - a species likely to become an endangered species within the foreseeable future throughout all, or a portion of, its range. These species are periodically listed in the Federal Register and are, therefore, referred to as "federally listed" species.

**Septic System** - A sewage-treatment system that includes a settling tank through which liquid sewage flows and in which solid sewage settles and is decomposed by bacteria in the absence of oxygen. Septic systems are often used for individual-home waste disposal where an urban sewer system is not available.

**Sewer** - Any pipe or conduit used to collect and carry away sewage from the generating source to a treatment plant.

**Significant Effect** - A beneficial or detrimental impact on the environment. May include, but is not limited to, significant changes in an area's air, water, and land resources.

**Site** - A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot.

**Site Plan** - The development plan for one or more lots on which is shown the existing and proposed conditions of the lot including: topography, vegetation, drainage, floodplains, marshes and waterways; open spaces, walkways, means of ingress and egress, utility services, landscaping, structures and signs, lighting, and screening devices; any other information that reasonably may be required in order that an informed decision can be made by the approving authority.

**Slope** - Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

**Soil** - The unconsolidated material on the immediate surface of the earth created by natural forces that serves as natural medium for growing land plants.

**Solar Access** - A property owner's right to have the sunlight shine on his/her land.

**Solid Waste** - Unwanted or discarded material, including garbage with insufficient liquid content to be free flowing, generally disposed of in land fills or incinerated.

**Southern California Regional Rail Authority (SCRRA)** - A joint power authority and operator of Metrolink, a commuter rail service.

**Special District** - A district created by act, petition or vote of the residents for a specific purpose with the power to levy taxes.

**Special Needs Groups** - Those segments of the population which have a more difficult time finding decent affordable housing due to special circumstances. Under State planning law, these special needs groups consist of the elderly, handicapped, large families, female-headed households, farmworkers and the homeless.

**Specific Plan** - Under Article 8 of the Government Code (Section 65450 et seq), a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any General Plan element(s).

**Sphere of Influence** - The probable ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCo) of the County.

**Standard Metropolitan Statistical Area (SMSA)** - A county or group of contiguous counties which contains at least one city of 50,000 inhabitants or more, or twin cities of a combined population of at least 50,000.

**Standards** - (1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The State Government Code (Section 65302) requires that General Plans spell out the objectives, principles, "standards," and proposals of the General Plan. Examples of standards might include the number of acres of park land per 1,000 population that the community will attempt to acquire and improve. (2) Requirements in a zoning ordinance that govern building and development as distinguished from use restrictions; for example, site-design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio.

**Stationary Source** - A non-mobile emitter of pollution.

**Structure** - Anything constructed or erected which requires location on the ground (excluding swimming pools, fences, and walls used as fences).

**Subdivision** - The division of a lot, tract or parcel of land that is the subject of an application for subdivision.

**Subdivision Map Act** - Division 2 (Sections 66410 et seq) of the California Government Code, this act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps. (See "Subdivision.")

**Subsidence** - The sudden sinking or gradual downward settling and compaction of soil and other surface material with little or no horizontal motion. Subsidence may be caused by a variety of human and natural activity, including earthquakes.

**Subsidize** - To assist by payment of a sum of money or by the granting of terms or favors that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from federal and/or state income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

**Substantial** - Considerable in importance, value, degree, or amount.

**Survey** - The process of precisely ascertaining the area, dimensions and location of a piece of land.

**Topography** - Configuration of a surface, including its relief and the position of natural and man-made features.

**Transit** - The conveyance of persons or goods from one place to another by means of a local, public transportation system.

**Transportation Demand Management (TDM)** - A strategy for reducing demand on the road system by reducing the number of vehicles using the roadways and/or increasing the number of persons per vehicle. TDM attempts to reduce the number of persons who drive alone on the roadway during the commute period and to increase the number in carpools, vanpools, buses and trains, walking, and biking. TDM can be an element of TSM (see below).

**Transportation Systems Management (TSM)** - Individual actions or comprehensive plans to reduce the number of vehicular trips generated by or attracted to new or existing development. TSM measures attempt to reduce the number of vehicle trips by increasing bicycle or pedestrian trips or by expanding the use of bus, transit, carpool, vanpool, or other high occupancy vehicles.

**Trip** - A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one "production end," (or origin--often from home, but not always), and one "attraction end," (destination).

**Uniform Building Code (UBC)** - A national, standard building code which sets forth minimum standards for construction.

**Units At-Risk of Conversion** - Housing units that are currently restricted to low-income housing use and will become unrestricted and possibly be lost as low-income housing.

**VMT** - Vehicle Miles Traveled.

**Water Course** - Any natural or artificial stream, river, creek, ditch, channel, canal, conduit, culvert, drain, waterway, gully, ravine or wash in which water flows in a definite channel, bed and banks, and includes any area adjacent thereto subject to inundation by reason of overflow or flood water.

**Wetland** - An area that is inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support a prevalence of vegetation typically adapted for life in saturated soil conditions, commonly known as hydrophytic vegetation.

**Zoning** - A police power measure, enacted primarily by units of local government, in which the community is divided into districts

or zones within which permitted and special uses are established as are regulations governing lot size, building bulk, placement, and other development standards. Requirements vary from district to district, but they must be uniform within the same district. The zoning ordinance consists of a map and text.

**Zoning District** - A geographical area of a city zoned with uniform regulations and requirements.

**Zoning Map** - The officially adopted zoning map of the city specifying the location of zoning districts within all geographic areas of the city.

# APPENDIX C:
# REVIEW OF 1994 HOUSING ELEMENT

## LAKE FOREST

## GENERAL PLAN

# Appendix C

## REVIEW OF 1994 HOUSING ELEMENT

PROVISION OF ADEQUATE SITES

| Program | Accomplishments 1994-1998 | Effectiveness | Program proposed for new Housing Element 1998-2005 |
|---|---|---|---|
| 1(a). Designate adequate sites at appropriate densities to accommodate Regional Housing Needs Assessment (RHNA) of 261 units | 1(a) 4 sites designated with potential for 441 units. 15 upper income units constructed | 1(a) Adequate sites designated; limited construction due to economy | Designate adequate sites at appropriate densities to accommodate Regional Housing Needs Assessment **(RHNA) of 183 units.**<br>42 upper income units constructed in 1999. |
| 1(b) Maintain inventory of sites and provide to interested developers | 1(b) 20 meetings held with prospective developers | 1(b) Inventory maintained; limited effectiveness due to economy | Maintain inventory of sites and provide to interested developers.<br>10 meetings held with prospective developers<br><br>Host a development roundtable to bring together landowners, developers, non-profits and funding sources to highlight opportunities in the City. |
| 2. Modify the Zoning Ordinance to permit emergency shelters in commercial, business park, industrial and mixed-use areas | Consultant hired and work is proceeding in preparation of comprehensive Zoning Code. | Program in progress | City will package Zoning Ordinance amendments relative to affordable housing and take through adoption process in 2001. Zoning amendment will permit emergency shelters in commercial, business park, industrial and mixed-use areas. |
| 3. Adopt an Affordable Housing Ordinance | Consultant hired and work is proceeding | Program in progress | City will prepare Affordable Housing Ordinance and process with other Zoning Ordinance amendments relative to affordable housing. |

| Program | Accomplishments 1994-1998 | Effectiveness | Program proposed for new Housing Element 1998-2005 |
|---|---|---|---|
| 4. Promote the development of the Saddleback Ranch site by:<br>(a) Pursuing multi-family mortgage revenue bonds through the County;<br>(b) Offering density and other incentives provided in the Affordable Housing Ordinance | (a) Landowner has not pursued project to date.<br>(b) Landowner has not pursued project to date | (a) Limited due to economy<br>(b) Limited due to economy | Program now encompassed under Land Use Element which includes action to conduct a development roundtable to bring together landowners, non-profits and funding sources. New program added to evaluate sites within the El Toro Road Specific Plan for potential mixed-use development. |
| REMOVAL OF GOVERNMENTAL CONSTRAINTS | | | |
| 5(a). Expedite review of projects by granting priority review of affordable housing projects<br>5(b). Evaluate administrative approval for housing projects of less than 10 units | 5(a) Review process has been streamlined to 6-8 weeks for PC approval. City uses consultants for overflow work<br>5(b) Consultant hired to revise Zoning Ordinance. Process underway | (a) Extremely effective<br>Program in progress<br>(b) | Adopt procedures for priority processing of affordable housing projects in conjunction with Zoning Code amendments. |
| 6. Adopt a Second Unit Ordnance | Consultant hired and work is proceeding.<br>City has processed 3 applications under existing County regulations. | Program in progress<br>Current regulations have provided opportunity | Develop local second unit ordinance, and process with other Zoning Ordinance amendments relative to affordable housing. |

| Program | Accomplishments 1994-1998 | Effectiveness | Program proposed for new Housing Element 1998-2005 |
|---|---|---|---|
| PROVIDE SUPPORTIVE HOUSING ASSISTANCE FOR SPECIAL NEEDS POPULATION | | | |
| 7. Modify the Zoning Ordinance to permit transitional housing in residential districts | City assisted in the purchase of 1 transitional unit | Yes | Provide transitional housing integrated into market rate developments and provide services through several key facilities in the region. |
| 8. Advertise OC Fair Housing Council services in newsletter and local periodicals | City advertises in the quarterly newsletter, posters displayed at the public counter | Yes | Advertise OC Fair Housing Council services in newsletter and local periodicals. Place posters and brochures, in English and Spanish, advertising services throughout the community. |
| 9. Coordinate with Social Service Agencies | Many local service providers receive CDBG funds to help administer supportive service. City allocates full 15% to agencies that provide services for seniors, disabled, youth and homeless | Yes | Coordinate with Social Service Agencies and evaluate providing CDBG assistance to key agencies to provide services to LF residents. |
| CONSERVE THE EXISTING SUPPLY OF AFFORDABLE HOUSING | | | |
| 10. Facilitate the use of Section 8 Rental Assistance by advertising opportunities in the City's newsletter | City has not advertised, however, 96 residents receive Section 8 assistance, 150 residents on the waiting list | Yes. Large waiting list for Section 8 program | Facilitate use of the Section 8 program by advertising in the City's newsletter the opportunity for owners to list available rentals with the County Housing Authority. |
| 11. Work with County and owner to refinance multi-family mortgage revenue bonds on 274 units | City unable to assist in refinancing bonds, and lost 274 affordable units. However, the City now has dedicated housing staff better able to focus on actions necessary to preserve the remaining at-risk project. | Not effective, since all at risk projects converted. | Contact the owner of Trabuco Woods to determine intent. Discuss the City's and County's desire to preserve at risk units. Coordinate with the County and the owner to encourage bond refinancing. Establish and maintain contact with public and non-profit agencies interested in purchasing/managing units. Solicit technical assistance from OCCHC and the California Housing Partnership. Work with tenants in at risk units. |

| Program | Accomplishments 1994-1998 | Effectiveness | Program proposed for new Housing Element 1998-2005 |
|---|---|---|---|
| 12. Evaluate programs to preserve affordability in mobile home parks | City supported tenant purchase of Kimberly Gardens mobile home park. Improved responsiveness of park owners to tenant's maintenance needs has diminished tenants concerns. Current rental range of $570-$675 is within the maximum monthly rent for very-low income households. | Yes | No specific program, but policy added to indicate City's continued support for tenants wishing purchase their park. |
| REHABILITATE THE CITY'S EXISTING SINGLE-FAMILY AND MULTI-FAMILY HOUSING STOCK | | | |
| 14. Assist 15 households with rehab with CDBG funds | 43 low to moderate income households provided with loans in the first three years. City currently assists 36 households per year | Yes | Assist 36 households annually with rehab program using CDBG funds. |
| 15. Code Enforcement- Continue program and inform property owners of available rehab assistance | City has adopted a comprehensive approach to neighborhood improvement. City hired a Community Preservation Technician, has focussed enforcement in the Neighborhood Preservation areas, conducted annual neighborhood clean up days, assisting 756 households in the target area | Yes | Code Enforcement- Continue program and inform property owners of available rehab assistance. |

| Program | Accomplishments 1994-1998 | Effectiveness | Program proposed for new Housing Element 1998-2005 |
|---|---|---|---|
| PROVIDE HOUSING OPPORTUNITIES FOR FIRST-TIME HOMEBUYERS | | | |
| 16. Cooperate with lenders and the County in advertising the availability of the SCHFA program | City continues to participate with the County in the SCHFA program. In 1997-98, the City assisted 43 applicants with $5 million in loans | Yes | Program remains appropriate for the Element, and will be supplemented with the Lease-to-Own program offered through CCHOA. |
| 17. Apply for HOME funds through State HCD during the next funding cycle, and use funds for first-time homebuyer program and to assist in tenant purchase of mobile home parks | City applied to State for competitive HOME funds, but was not awarded funding. City supported tenant purchase of Kimberly Gardens mobilehome park. | Not successful in HOME funding, but successful in goal of park purchase | City will pursue participation in the California Cities Homeownership Authority (CCHOA) to offer homeownership assistance for low and moderate income households. |
| 18. Utilize CDBG funds to initiate a down payment assistance program for low and moderate income first-time buyers | Program administration required additional staffing, which was not available. City CDBG allocation very limited. | No | City will pursue participation in the California Cities Homeownership Authority (CCHOA) to offer homeownership assistance for low and moderate income households. |
| 19. Evaluate State noticing requirements for condo conversion, provide tenants with information on potential purchase | City determined that noticing requirement was adequate. | No | Delete program as State noticing requirements are sufficient and no market exists for condo conversions. |
| 20. Advertise Mortgage Credit Certificates in newsletter | From 1995-1999, 33 MCC's have been provided to residents | Yes | Continue to participate in the MCC program with an annual goal to assist 5-10 first-time homebuyers. |

# APPENDIX D:
# HOUSING AND COMMUNITY DEVELOPMENT NEEDS

**LAKE FOREST**

**GENERAL PLAN**

# Section 3. Housing and Community Development Needs

This needs assessment provides the foundation for developing the City's five-year Housing Element and five-year strategic plan for expenditure of Community Development Block Grants.

The City of Lake Forest incorporated on December 20, 1991. The City boundaries then included most of the area that was formerly known as the El Toro Census Designated Plan and some surrounding neighborhoods. The 1990 Census did not break out statistics for Lake Forest as an entity. In 1993, the City prepared its General Plan and demographic, household, and housing data were compiled by aggregating individual census tract and block group data. The 1993 State Department of Finance's population and housing estimates were also utilized. Given the limited population growth experienced by the City between 1993 and 1999, many of the demographic and housing characteristics evidenced in the early 1990s are probably substantially unchanged.

## Housing and Community Development Needs Surveys

To establish an understanding or current needs, survey data were analyzed.

### *1995 Survey*

As part of the 1995-1999 Consolidated Plan, the City of Lake Forest conducted a *Housing and Community Development Needs Survey* to assess community concerns in six needs categories:

- Housing Needs
- Community Facilities
- Infrastructure Improvements
- Community Services
- Accessibility Needs
- Economic Development

These needs categories were further divided into specific topics, such as "senior citizen centers" (in the Community Facilities category), "street improvements" (in the Infrastructure category), "youth services" (in the Community Services category), and "residential rehabilitation " (in the Housing category). For each topic, the respondent was asked to indicate unmet needs which warrant expenditure of public funds by checking a "priority need" level of: High; Medium; Low; or No Such Need. When the survey results were tabulated, a score of 1 to 4 was given to each priority need level, with "no such need" = 1 and "high need" = 4. Then, an average response score was calculated for each topic. For example, the need for Crime Awareness received an average response rate of 3.32 indicating a relatively high unmet need, compared to Fair Housing Counseling which received an average response of 2.15.

Only four years have lapsed since this large scale effort was undertaken. There has been no significant change in the City's demographic or community environment to warrant a new community-wide survey. Results of this 1995 Survey are incorporated throughout this Needs Assessment.

### *1999 Survey*

As part of the 2000-2005 Consolidated Plan update, the City conducted a consultation workshop with service and housing providers. A *Housing and Community Development Needs Survey* similar to the one used in 1995 was sent to these agencies along with the invitation. Respondents to this 1999 Survey were asked to rate the priority level for needs (High, Medium, Low, and No Such Need) under these categories:

- Housing
- Public Facilities and Improvements
- Infrastructure Improvements
- HIV/AIDS Facilities and Services
- Public Services
- Homeless Facilities and Services
- Other Activities

A total of seven agencies completed the 1999 Survey. Results of this survey are incorporated throughout this Needs Assessment. Given the small number of respondents, interpretation of the results must pay attention to the types of service providers represented in the survey. If a particular type of service providers did not respond to the survey, the indicated need for that type of services may be artificially low.

## 3.1 Household Needs

The first section of the needs assessment focuses on Lake Forest's housing needs and includes the following components:

- Demographic and Household Characteristics and Trends
- Areas of Ethnic and Low/Moderate Income Concentration
- Special Needs Populations
- Estimates of Current Housing Needs
- Projection of Future Housing Needs

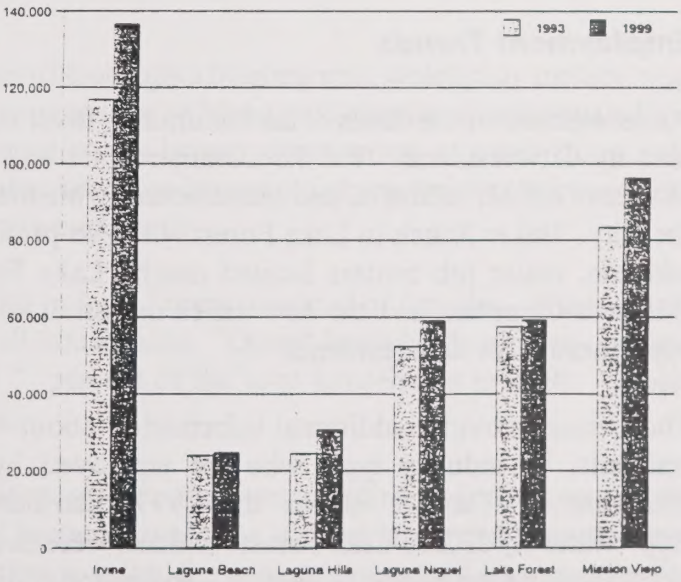
### 3.1.1 Demographic and Household Characteristics and Trends

Located in southeastern Orange County, the City of Lake Forest is adjacent to Mission Viejo on the southeast, Irvine on the northeast, and Laguna Hills on the southwest. As an urbanized community developed primarily in the 1970s and 1980s, the City encompassed an area of approximately 13 square miles at its incorporation in 1991. Almost all of the City's residentially designated land has already been developed with a diversity of housing types, including: single-family tract homes, mobilehome parks, townhomes, condominiums and apartments. Future residential development primarily rests upon the recycling of existing parcels and infill development. However, the City's Sphere of Influence contains substantial acreages of vacant land available for new development. Recent annexations expanded the City limits; the newly annexed areas contain primarily commercial and industrial uses.

#### *Population Growth*

Population growth is one of the most important factors in determining the existing and future need for housing and other community services. Population growth as estimated by the State Department of Finance between 1993 and 1999 is shown in Figure 1 for Lake Forest and surrounding communities. The 1999 population of Lake Forest was estimated at 59,357 persons, ranking it third in size among the surrounding communities. Irvine reports the highest population at 136,577 persons and Mission Viejo had the second highest at 96,336.

**Figure 1**
**Population Growth: 1993-1999**
**Lake Forest and Surrounding Areas**

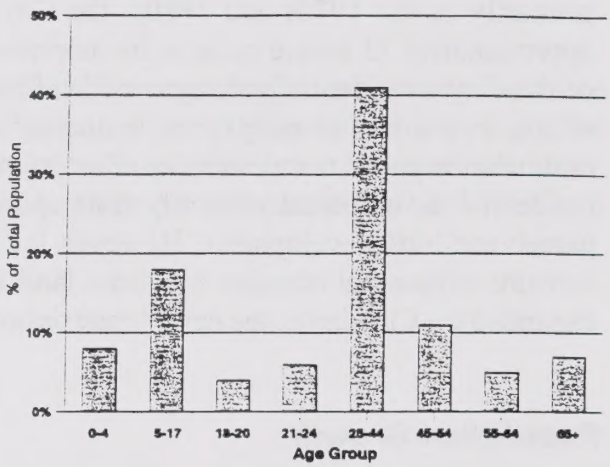



With the exception of Laguna Beach, all of these newer communities developed over the past few decades in response to tremendous residential growth pressures in southern Orange County. Almost all of the surrounding communities experienced higher population growth between 1993 and 1999 than Lake Forest, which increased in population by 1,792 (3 percent). Laguna Hills experienced the highest percentage increase at 25 percent, followed by Irvine at 17 percent, and Mission Viejo at 16 percent. Numerically, Irvine received the largest population increase (19,663), followed by Mission Viejo (12,967).

## Age Composition

The age structure of a population is also an important factor in evaluating housing and community development needs and determining the direction of future housing development. The 1990 Census documents a median age of 31.7 years for those Census tracts which comprise Lake Forest, slightly higher than the County-wide median of 31.4 years. As shown in Figure 2, there is a large proportion (41%) of young adults in the 25-44 cohort who live in Lake Forest. In addition, the City has a large proportion of children between the ages of 5-17. Approximately 18 percent of the residents in Lake Forest are 5 to 17 years of age, and those persons between age 25 to 44 represent the largest age group in the City. This age structure typically signifies a family-oriented community.

**Figure 2**
**Age Characteristics: 1999**




## Employment Trends

An assessment of the needs of the community must take into consideration the type of employment held by City residents. Pacific Commercentre and Foothill Ranch Planned Communities have extensive office, industrial and manufacturing businesses. Both of these job centers are located in the City. Baker Ranch in Lake Forest will also provide for future employment opportunities. In addition, major job centers located nearby Lake Forest, including the Irvine Spectrum, Irvine Business Complex, and the new office/industrial complex in Aliso Viejo, provide employment opportunities for area residents.

The Census provides additional information about employment, specifically the number of City residents, by industry type, who are employed by businesses either outside or within their community. Table 1 shows the 1999 distribution of resident employment by industry. Approximately 33,225 Lake Forest residents were in the labor force in 1999, based on a 1990 labor force participation rate of 56 percent. The majority of the residents in Lake Forest are employed by the services sector, followed by the manufacturing sector. About 27 percent of jobs held by City residents consist of retail and finance. The unemployment rate estimated by the Census was approximately 3 percent of the civilian labor force in 1990. In contrast, Orange County evidenced an unemployment rate of 5 percent during this same period. As of July 1999, the State Employment Development Department (EDD) estimated a Countywide unemployment rate of 3.1 percent. While

the State EDD does not provide current unemployment information for Lake Forest, the unemployment rate in Lake Forest can be expected to have also declined.

**Table 1**
**Employment by Industry: 1999**

| Industry | 1999 Number of Workers | 1999 Percent Total |
|---|---|---|
| Agriculture, Forestry, & Fisheries, Mining | 286 | 1% |
| Construction | 2,085 | 6% |
| Manufacturing | 6,669 | 20% |
| Transportation Communications & Other Public Utilities | 1,663 | 5% |
| Wholesale Trade | 2,148 | 7% |
| Retail Trade | 5,523 | 16% |
| Finance, Insurance & Real Estate | 3,803 | 11% |
| Services | 9,903 | 30% |
| Public Administration (Government/Military) | 1,093 | 4% |
| Total | 33,225 | 100% |

Source: 1990 Census distribution applied to 1999 population estimates by State Department of Finance.

### *Household Composition and Size*

The Census defines a household as all persons who occupy a housing unit, which may include single persons living alone, families related through marriage or blood, and unrelated individuals living together. Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered households. Information on household characteristics is important to understand the growth and changing needs of a community.

In 1999, the majority of the 19,680 households in Lake Forest consisted of families. Single-person households comprised about 17 percent of all households. "Other" households refer to unrelated individuals living together and constituted 7 percent of the total households in 1999. Table 2 presents the households types in Lake Forest.

Household size identifies sources of population growth and overcrowding in individual housing units. A city's average household size will increase over time if there is a trend towards larger families. In communities where the population is aging, the average household size may decline. According to Department of Finance estimates for 1999, average household size in Lake Forest was close to 3 persons.

**Table 2**
**Household Type and Size: 1999**

| Household Type | No. of Households | Percent of Total |
|---|---|---|
| Families | 14,924 | 76% |
| Singles | 3,292 | 17% |
| Other | 1,464 | 7% |
| Total | 19,680 | 100.0% |
| Average Household Size | 3.0 | |

Source: 1990 Census distribution applied to 1999 household estimates by State Department of Finance.

## 3.1.2 Areas of Racial/Ethnic and Low-Income Concentrations

### *Racial/Ethnic Concentrations*

As shown in Table 3, the 1999 population in Lake Forest comprised of 85 percent White persons. At 9 percent of the total population, Asian was the second largest racial/ethnic group in the City. Black, Native American and other racial/ethnic groups constituted only a small proportion of the population. Comparing this racial/ethnic composition of the population with that of the householders indicates that among the 19,680 households in Lake Forest, 88 percent were headed by Whites. In addition to the five primary racial groups, the Census has a separate question related to whether the householder is of Spanish/Hispanic origin. Persons of Spanish Origin can be of any of the five racial categories. Hispanic persons comprised about 10 percent of the City's population.

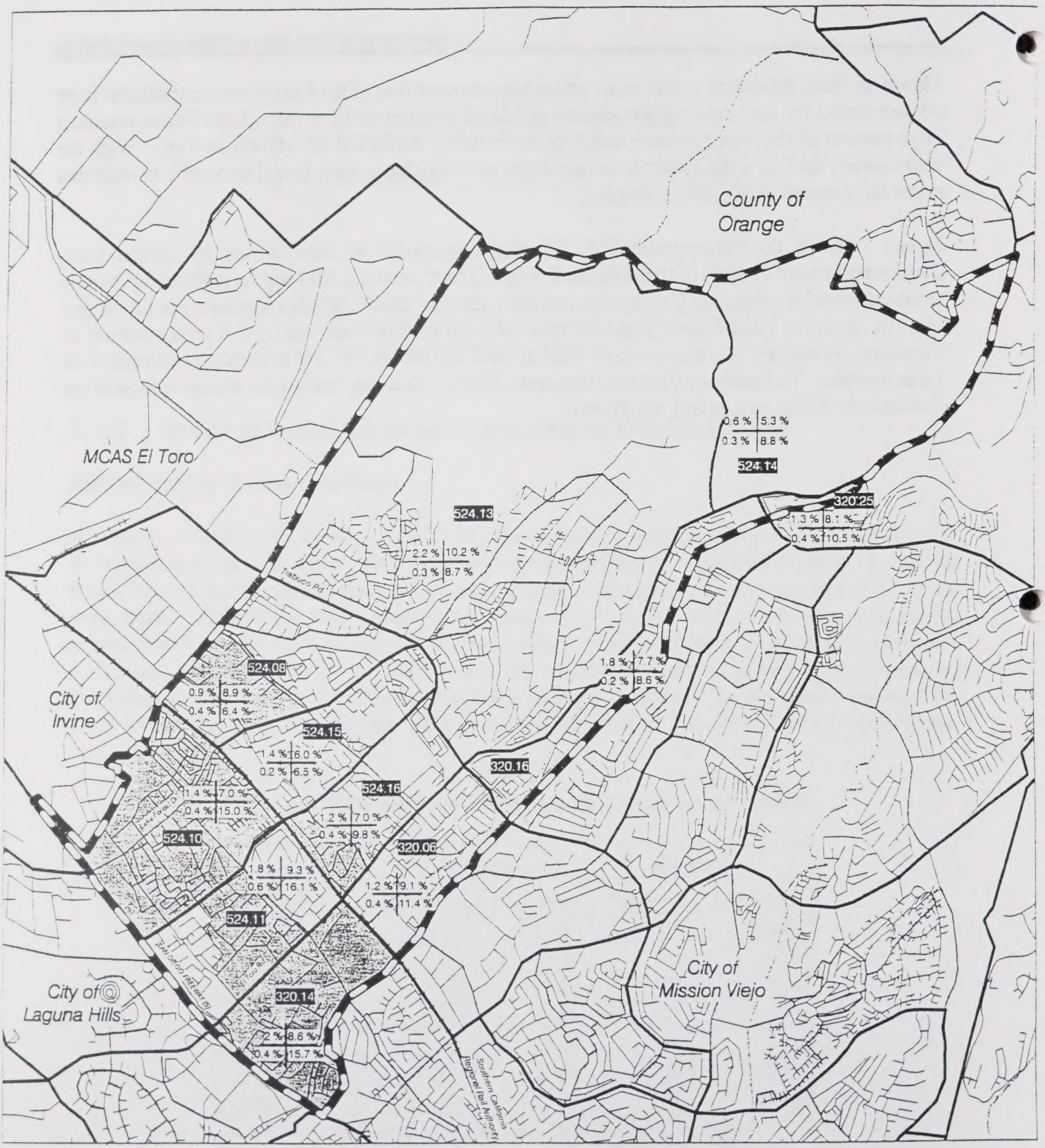
**Table 3**
**Race and Ethnicity by Person and Householder: 1999**

| Race/ Ethnicity | Persons | | Households | |
|---|---|---|---|---|
| | Number | % of Total | Number | % of Total |
| White | 50,718 | 85.0% | 17,319 | 88.0% |
| Black | 1,085 | 1.8% | 394 | 2.0% |
| Asian | 5,513 | 9.3% | 1,377 | 7.0% |
| Native American. | 255 | 0.4% | 197 | 1.0% |
| Other | 1,786 | 3.0% | 393 | 2.0% |
| Total | 59,357 | 100.0% | 19,680 | 100.0% |
| Hispanic Origin | 5,993 | 10.1% | 1,574 | 8.0% |

Source: 1990 Census racial/ethnic distribution applied to the 1999 population and household estimates by Department of Finance.

However, these estimates on the racial and ethnic composition of the Lake Forest population have not accounted for the impact of the closure of MCAS El Toro. Historically, Lake Forest housed a large number of the lower income and minority military families from MCAS El Toro. With the base closure, the City's racial/ethnic composition, as well as the income distribution of City residents might have experienced some changes.

Figure 3 shows the concentration of Minority households in Lake Forest by census tract. Concentrations are defined in terms of the Orange County averages for each racial/ethnic group. A "concentration" exceeds the County average for a specific group. While Hispanics are the largest minority group in Lake Forest, none of the City's ten census tracts contains a concentration of Hispanics. However, two census tracts (524.13 and 320.06) in the City exhibit concentrations of Asian persons. Vietnamese, Chinese, Japanese, Filipino, Korean, and Asian Indian represent the predominant Asian groups in Lake Forest.




City of Lake Forest Boundary
CCO CC Census Tract Number
Census Tract Boundary
Census Block Group Boundary
Streets

Low/Moderate Income by block group (more than 26.7% of households)

% Black | % Asian
% American Indian | % Hispanic Origin

NOTE: Remaining percentages not shown include White and "Other."

*Figure 3*
*Concentration of Minorities by Census Tract*
*City of Lake Forest*

## *Concentrations of Low Income Population*

Household income is an important consideration when evaluating housing and community development needs because low income typically constrains people's ability to procure adequate housing or services.

### Income Definitions

For purposes of housing and community development resource programming, HUD and the state HCD have established different income definitions based on the Median Family Income (MFI) for a given Metropolitan Statistical Area (MSA). These income definitions are presented in Table 4. To avoid confusion, this Needs Assessment provides a set of income definitions that is consistent with the federal and state regulations. Whenever possible, the percentage threshold of MFI for the income group is presented in parenthesis.

**Table 4**
**Income Definitions**

| HUD Definitions | | HCD Definitions | | Lake Forest Needs Assessment Definitions | | |
|---|---|---|---|---|---|---|
| Income Group | % of Area MFI | Income Group | % of Area MFI | Income Group | | % of Area MFI |
| Extremely Low Income | 0-30% | Very Low Income | 0-50% | Lower Income | Extremely Low Income | 0-30% |
| Low Income | 31-50% | | | | Very Low Income | 31-50% |
| Moderate Income | 51-80% | Low Income | 51-80% | | Low Income | 51-80% |
| Middle | 81-95% | Moderate Income | 81-120% | Moderate Income | | 81-120% |
| Upper | >95% | Upper Income | >120% | Upper Income | | >120% |

Note: Federal housing and community development resources are typically not available for households with above 80% of the Area MFI and therefore, differentiating the Middle Income group from the Upper Income group under the federal definitions is not critical.

### Income Distribution

Based on the Lake Forest definition, approximately 13 percent of Lake Forest's total households in 1999 were Very Low Income (50 percent MFI), 17 percent were Low Income (80 percent MFI), and 70 percent were Moderate and Upper Income (>80 percent MFI) households. Thus lower income (from 0-80 percent MFI) households comprised 30 percent of the City's total households. Throughout this document, the term *lower income households* refer to those with up to 80 percent of the County MFI. As shown in Table 5, income distribution varies by ethnicity. All minority groups, except for Asians, had higher proportions of lower income households than Whites and the City as a whole.

Use of CDBG funds on public improvements can only occur in income-eligible areas. Typically, the CDBG program defines income eligibility as any block group or census tract with 51 percent or

more of the population earning incomes less than 80 percent of the Area MFI. However, Lake Forest is an exception city where a Low/Moderate Income area is one with at least 26.7 percent of the population earning Low/Moderate Income. Figure 4 illustrates the income-eligible areas in Lake Forest by block group.

**Table 5**
**Households by Race/Ethnicity and Income: 1999**

| Households | Total Households | % of Total Households | % of Very Low Income (0-50% MFI) | % of Low Income (51-80% MFI) | % of Moderate and Upper Income (>81% MFI) |
|---|---|---|---|---|---|
| White | 17,319 | 88% | 13% | 16% | 71% |
| Black | 394 | 2% | 12% | 20% | 68% |
| Native American | 197 | 1% | 16% | 10% | 74% |
| Asian & Pac.Island. | 1,377 | 7% | 8% | 17% | 75% |
| Other | 393 | 2% | 30% | 23% | 47% |
| All Households | 19,680 | 100% | 13% | 17% | 70% |
| Hispanic | 1,574 | 8% | 20% | 19% | 61% |

Source: 1990 Census income distribution applied to 1999 Department of Finance household estimates.


City of Lake Forest Boundary
000.00 Census Tract Number
Census Tract Boundary
Census Block Group Boundary
Streets

Low/Moderate Income by block group (more than 26.7% of households)

Figure 4
CDBG Low/Moderate Target Areas
City of Lake Forest

### 3.1.3 Special Needs Populations

Certain segments of the population may have more difficulty in finding decent, affordable housing due to their special needs. In Lake Forest, these "special needs" groups include the elderly, disabled persons, large households, female-headed households, persons with drug and/or alcohol addiction, and persons with AIDS and related diseases. An overview of licensed community care facilities in Lake Forest that serve some of the special needs groups is provided in Table 6, followed by a detailed discussion of each of the special needs groups. Additional discussions on the services and facilities that cater to the needs of the special needs population are provided in Section 3.9, Community Development Needs. As shown in Table 6, 41 licensed community care facilities are located in Lake Forest, with a total capacity of 757 beds.

**Table 6**
**Orientation and Capacity of Licensed Community Care Facilities**

| Age | Total Number of Facilities | Total Capacity (number of beds/ persons) | Specialized Care | | | |
|---|---|---|---|---|---|---|
| | | | Mentally Disabled | Emotionally Disabled | Develop-mentally Disabled | Non-Ambulatory |
| *Age 18-59* | | | | | | |
| Adult Residential | 3 | 16 | 0 | 0 | 16 | 0 |
| *Age 60+* | | | | | | |
| Elderly Residential | 38 | 741 | 0 | 0 | 0 | 433 |
| Total | 41 | 757 | 0 | 0 | 16 | 433 |

Source: State of California Department of Social Services Community Care Licensing Division, July 1, 1999.
Notes:
1. The specialized care columns are not mutually exclusive.
2. Adult residential facilities provide care for persons age 18 to 59 years including both developmentally disabled adults and persons suffering from mental illness or psychiatric disorders.
3. Elderly residential facilities provide care for persons age 60 and above.

#### *Elderly and Frail Elderly*

The population over 65 years of age is considered elderly and has four main concerns:

(1) *Income*: People over 65 are usually retired and living on a fixed income;
(2) *Health Care*: Because the elderly have a higher rate of illness, health care is important;
(3) *Transportation*: Many seniors use public transit; and
(4) *Housing*: Many live alone and rent.

These characteristics indicate a need for smaller, lower cost housing units with easy access to transit and health care facilities.

In 1999, approximately 4,038 elderly persons (65 years of age and older) resided in Lake Forest and represent approximately seven percent of the total population. Of the elderly population, 1,238 persons (or 31 percent) were considered "frail" elderly persons, (i.e., persons with one or more limitations to daily activities, defined by the Census as persons with work and/or self-care/mobility limitations). An estimated 151 elderly households in the City lived in poverty and were most likely in need of housing assistance.

The housing needs of the elderly also include supportive housing, such as intermediate care facilities, group homes, and other housing that includes a planned service component. Needed services include personal care, housekeeping, meals, personal emergency response, and transportation.

As identified in Table 6, 38 state licensed residential facilities serve the elderly population in Lake Forest. The elderly residential facilities have a capacity of 741 beds, with 433 available to non-ambulatory clients. The largest facility in Lake Forest is Freedom Village which is licensed for 533 beds. The remaining facilities typically contain six bedrooms.

## *Disabled Persons*

Disability is a physical or mental condition that affects the functioning of a person. Physical disabilities can hinder access to housing units of conventional design, as well as limit the ability to earn adequate income. An estimated 3,367 Lake Forest residents over 16 years of age had work, transportation, and/or self-care limitations in 1999, comprising about six percent of the City's population.

### Severely Mentally Ill

Severe mental illness includes the diagnoses of psychoses (e.g. schizophrenia) and the major affective disorders (e.g. bipolar, major depression). Also, the illness must qualify as chronic, meaning that it has existed for at least one year. According to national estimates, approximately one percent of the adult population meets a definition of severe mental illness on the basis of diagnosis, duration, and disability. The National Institute for Mental Health standard is slightly higher at 2.5 percent. Thus, an estimated 440 to 1,100 Lake Forest residents may be suffering from severe mental illness. However, no community care facility in the City caters the housing needs of the mentally ill.

The major barrier to stable, decent housing for the seriously mentally ill is the availability of affordable housing. A majority of persons in this population depend solely on Social Security Insurance payments. With this limited income, few persons in this population can afford rental housing on the open market. The lack of access to affordable housing often leads to mentally ill persons being homeless, near-homeless, or living in unstable and/or substandard housing situations.

### Developmentally Disabled

Developmental disability relates to a person's score on standardized intelligence tests. Persons with an IQ below 70 are generally defined as developmentally disabled. Other conditions and complications may also be present.

The nationally accepted percentage of the population which can be categorized as developmentally disabled is one to three percent. (This figure was published by the National Association for Retarded Citizens.) An estimated 590 to 1,780 Lake Forest residents are possibly developmentally disabled.

Supportive housing for developmentally disabled persons in Lake Forest is limited. Three community care facilities in the City, with a capacity of 16 beds, provide supportive housing for developmentally disabled persons. Compared to the number of disabled persons in the City, this inventory of supportive housing can be considered grossly inadequate.

### Physically Disabled

To be considered physically disabled, a person must have an illness or impairment which impedes his or her ability to function independently. An estimated 1,400 persons of the population in Lake Forest may have a physical disability. This number was estimated by subtracting out those who are severely mentally ill (mid range between 440 and 1,100) and the developmentally disabled (mid range between 590 and 1,780), from the total estimated disabled population. Using the national average of 15 percent of physically disabled persons needing help in basic life activity, more than 200 persons need supportive housing.

Although no current comparison of disability with income, household size, or race is available, a reasonable assumption is that a substantial portion of disabled persons fall within the federal Section 8 income limits, especially those households not in the labor force. Further, most of the lower income disabled persons are likely to require housing assistance, design and location requirements are often more costly. Special needs of households with wheelchair-bound or semi-ambulatory individuals, for example, may require ramps, holding bars, special bathroom design, wider doorways, lower cabinets, and elevators.

No community care facility in Lake Forest provides supportive housing for physically disabled persons, although elderly residential care facilities have the capacity to accommodate non-ambulatory senior citizens.

## *Female-Headed Households*

Single-parent households require special consideration and assistance because of their greater need for day care, health care, and other facilities. Female-headed households with children in particular tend to have lower incomes, thus limiting housing availability for this group. In 1999, an estimated 1,562 female-headed households resided in Lake Forest, 850 or 54 percent with children.

Approximately 6 percent of female-headed family households with children lived below the poverty level.

Affordability needs of female-headed households can be addressed through rent subsidies, non-profit housing development, and shared equity/downpayment assistance. Housing opportunities for female-headed households with children can be improved through policies that call for the provision of affordable child care, and for the location of family housing sites in close proximity to recreational facilities and public transit.

The state and federally funded Aid to Families with Dependent Children (AFDC) program, operated by the Orange County Department of Social Services, is the primary source of services and help for low-income single parent households. To supplement this program, Great Avenues for Independence (GAIN) provides financial assistance to families that qualify for AFDC. This assistance may be used for school transportation and child care assistance as well as for job training for any AFDC recipient.

### *Large Households*

Large households (with five or more members) are identified as a group with special housing needs based on the limited availability of adequately sized, affordable housing units. Large households are often of lower income, frequently resulting in the overcrowding of smaller dwelling units and in turn, accelerating unit deterioration. In 1999, an estimated 2,317 large households lived in Lake Forest, representing 12 percent of the total households. Approximately 1,825 (79 percent) of these large households were owner-occupied and 492 (21 percent) were renter-occupied.

The Orange County Community Housing Corporation (OCCHC) develops and manages affordable low income housing. The agency also administers a Resident Services Program for large families which provides educational information on scholarships, special classes, and community college programs. OCCHC also distributes information on safety and security, health care, babysitting, drugs, alcohol, earthquake preparedness, insurance and financial issues, and other aspects of family management.

### *Farmworkers*

The special housing needs of many agricultural workers stem from their low wages and seasonal nature of their employment. However, given the urban nature of Lake Forest and surrounding communities, farmworker housing is not an issue in this portion of the County.

### *People with HIV Infection and AIDS*

According to statistics provided by the AIDS Surveillance and Monitoring Program of the Orange County Health Care Agency, as of December 31, 1998, there had been 67 cumulative cases of AIDS

in Lake Forest. 33 cases of which had resulted in death. Thus, approximately 34 persons are surviving AIDS patients. While 5 of the cumulative cases were females, 62 were males. All of the deaths were males. The majority of the recorded cumulative AIDS cases in Lake Forest are White (55) and 9 are Latino.

Persons with HIV infection and AIDS require a broad range of services, including counseling, medical care, and in-home care, transportation, and food. The National Commission on AIDS publishes "Housing and the HIV/AIDS Epidemic: Recommendations for Action" which contains percentages for the range of the number of HIV-infected people who are in danger of becoming homeless. The Commission estimates that approximately one-third to one-half of all people infected with AIDS are either homeless or are in imminent danger of becoming homeless. Thus, approximately 11 to 17 AIDS infected persons in the City may be in need of supportive housing.

Most available HIV/AIDS planning documents have not attempted to estimate or project housing needs. Several reports, however, have estimated that 5 percent of all people with HIV infection may need 90 days of temporary shelter during the course of a year, and that 5 percent of persons with AIDS need group home or long-term residential placement of up to 12 months.

There is no service/facility for persons with HIV infection or AIDS within Lake Forest. However, two housing/shelter programs in the communities of Costa Mesa (Annie's House) and Laguna Beach (Hagan Place) provide long-term independent housing options for persons who are HIV positive. Laguna Shanty in Laguna Beach offers counseling and support, Meals on Wheels, transportation, and a range of educational programs on AIDS.

The primary service provider to persons with AIDS in Orange County is the AIDS Service Foundation/Orange County (ASF). ASF is a grassroots partnership of dedicated volunteers, community leaders, and persons with AIDS. According to ASF management, the organization has a current caseload of about 1,000 persons with the majority of these persons considered low income. The caseload is comprised primarily of White (56 percent) persons followed by about 30 percent Hispanic. About 80 percent of the cases are male.

The AIDS Service Foundation provides a variety of services to persons who are HIV positive, including counseling, transportation, food provisions, nutrition counseling, cooking/cleaning, personal care, financial assistance, and referrals to various services available county-wide. Emergency rental assistance is also available to HIV Positive persons in Orange County. Under this program, persons are eligible to receive financial assistance for rent, mortgage payment, or utilities.

### *Alcohol/Other Drug Abuse*

Alcohol/other drug abuse (AODA) is defined as excessive and impairing use of alcohol or other drugs, including addiction. The National Institute of Alcohol Abuse and Alcoholism estimates the number of men with drinking problems (moderate or severe abuse) at 14 to 16 percent of the adult

male population, and the number of women with similar problems at 6 percent. Thus, an estimated 3,050 to 3,500 men and 1,800 women in Lake Forest may be alcohol abusers. Abusers of alcohol and other drugs have special housing needs during treatment and recovery. Group quarters typically provide appropriate settings for treatment and recovery. Affordable rental units provide housing during the transition to a responsible lifestyle.

### 3.1.4 Estimates of Current Housing Needs

The 1995 *Housing and Community Development Needs Survey* identified residential property maintenance/code enforcement as the top priority need, followed by homeownership and residential rehabilitation (see below). The ranking of housing needs is shown below. Among the 37 topic areas ranked in the survey, residential maintenance/code enforcement was ranked fourth by the respondents.

| Housing Needs | Average Response |
|---|---|
| Residential Property Maintenance/Code Enforcement | 3.11 |
| Homeownership | 2.80 |
| Residential Rehabilitation | 2.77 |
| Improvements for Handicapped Accessibility | 2.69 |
| Homeless/Transitional Housing | 2.40 |
| Rental Housing | 2.27 |

Participants of the consultation workshop conducted as part of this Consolidated Plan update also indicated that overall affordable housing is hard to find in the City and affordable housing suitable for occupancy by disabled persons is even harder to locate.

The housing assistance needs of lower and moderate income households in Lake Forest by household type (owner/renter, elderly) and "housing problems" are summarized in Table 7. Where possible, housing problems includes those that: 1) occupy units with physical defects (lacking complete kitchen or bathroom); 2) live in overcrowded conditions (housing units with more than one person per room); and/or 3) have a housing cost burden exceeding 30 percent of gross income.

According to these criteria, 45 percent of the City's households experienced some kind of housing problems. The types of problems faced by the households vary according to household incomes, types, and tenure. The overall housing assistance needs among renters (50 percent) are greater than among owners (43 percent).

**Table 7**
**Housing Assistance Needs of Low and Moderate Income Households**

| Household by Type, Income, & Housing Problem | Renters | | Owners | | Total Households |
|---|---|---|---|---|---|
| | Elderly | Total Renters | Elderly | Total Owners | |
| **Extremely Low Income (0-30% MFI)** | | | | | 1,160 |
| % with any housing problem | | | | | |
| with cost burden > 30% | | 451 | | 342 | 68% |
| **Very Low Income (31-50% MFI)** | | | | | 1,516 |
| % with any housing problem | | | | | |
| with cost burden > 30% | | 690 | | 447 | 75% |
| **Low Income (51-80% MFI)** | | | | | 3,368 |
| % with any housing problem | | | | | |
| with cost burden > 30% | | 862 | | 1146 | 60% |
| **Total Lower Income** | | | | | 6,044 |
| % with any housing problem | | | | | 66% |
| with cost burden >30% | | 2,003 | | 1,935 | 65% |
| **Total Households** | 366 | 5,056 | 1,722 | 14,624 | 19,680 |
| % with any housing problem | | 50% | | 43% | 45% |
| % with cost burden > 30% | 66% | 45% | 11% | 40% | 41% |

Note: Lake Forest was incorporated in 1991. HUD's CHAS tabulations did not provide any input data for the City. Non-duplicative counts of households with housing problems cannot be generated. Due to the lack of data, proportions of households with cost burden/housing problems cannot be established by income, tenure, and household type.

## *Inadequate Housing*

An indicator of housing assistance needs is the number of inadequate housing units, defined as units lacking adequate plumbing or kitchen facilities. Oftentimes, these units are occupied by lower income households. Based on the Census estimates, 0.36 percent of households in Lake Forest resided in housing units lacking complete kitchen facilities, translating to 70 households in 1999. Another 0.41 percent of households resided in units lacking adequate plumbing, translating to 81 households in 1999.

## *Housing Overpayment*

State and federal standards for housing overpayment are based on an income-to-housing cost ratio of 30 percent and above. Households paying more than 30 percent of their income on housing have limited remaining income for other necessities. Upper income households generally are capable to paying a larger proportion of income for housing; therefore, estimates of housing overpayment

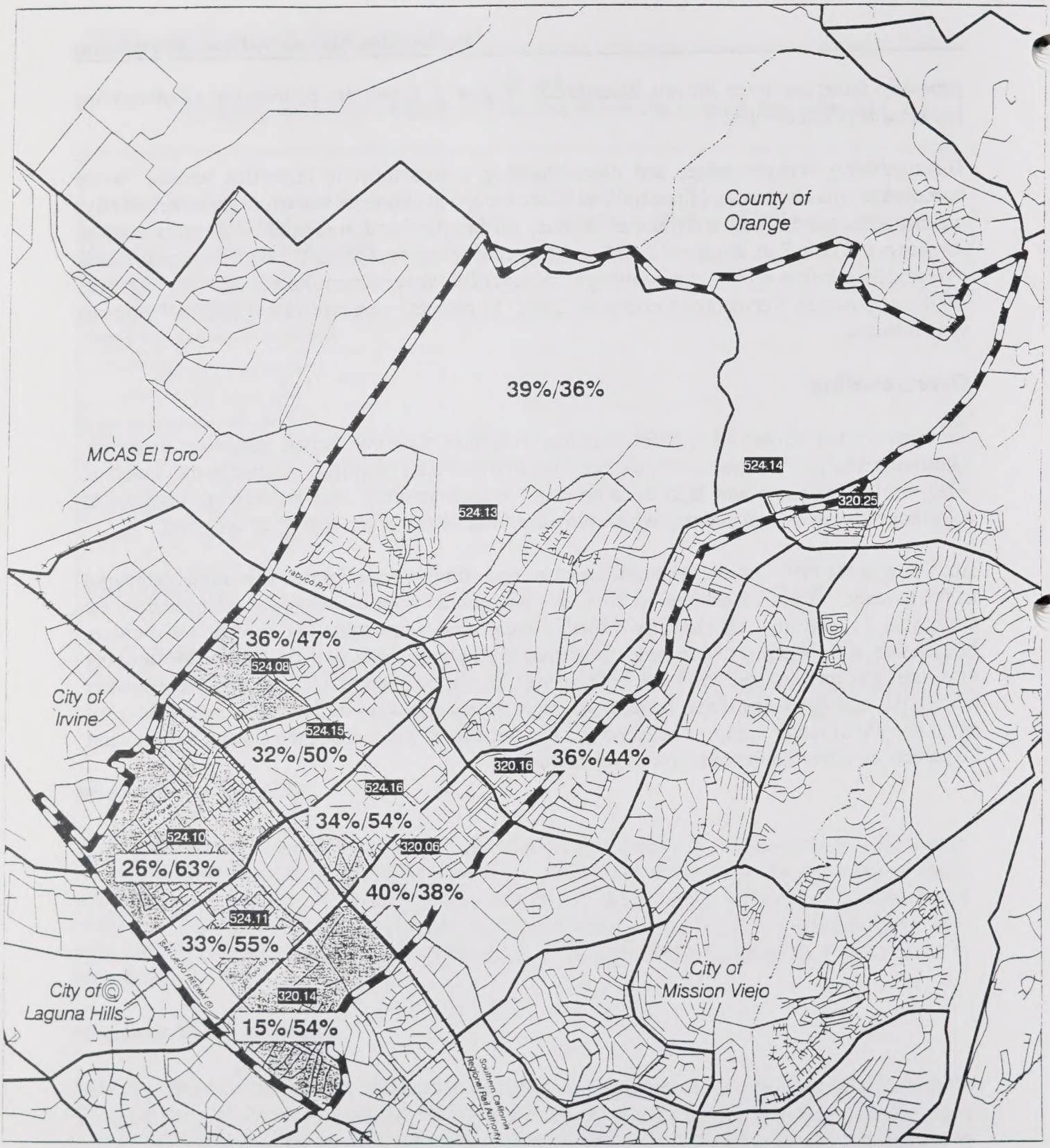
generally focus on lower income households. Figure 5 shows the distribution of overpaying households in Lake Forest.

Distinguishing between renter and owner housing overpayment is important because, while homeowners may overextend financially to afford the option of home ownership, the owners always maintain the option of selling the homes. Renters, on the other hand, are limited to the rental market. As shown in Table 7, an estimated 3,938 lower income (80 percent of MFI) Lake Forest households overpaid for housing in 1999, representing 65 percent of the lower income households. Among these 3,938 overpaying lower income households, 2,003 (51 percent) were renters and 1,935 (49 percent) were owners.

### Overcrowding

An overcrowded household is defined as one with more than one person per room, excluding bathrooms, kitchens, hallways, and porches. Unit overcrowding is typically caused by the combined effect of low earnings and high housing costs in a community, and reflects the inability of households to buy or rent housing which provides a reasonable level of privacy and space.

According to the 1990 Census, the incidence of overcrowding in Lake Forest was minimal compared to the County. Overall 5 percent of the City's households were overcrowded, compared to the County at 11 percent. Of the City's total overcrowded households, 51 percent were owner households, and 49 percent were renter households. Applying these statistics to the 1999 number of households, an estimated 898 households in the City may be overcrowded, with 460 being owner households and 408 being renter households, representing 3 percent of the City's owner occupied and 9 percent of renter occupied households. In comparison, 5 percent of the County's owner and 20 percent of renter households were overcrowded.




City of Lake Forest Boundary
CCO CC Census Tract Number
Census Tract Boundary
Census Block Group Boundary
Streets

Low/Moderate income by block group (more than 26.7% of households)

%Owner Overpayment/%Rental Overpayment
15%/54%

Figure 5
Overpayment in Lake Forest
City of Lake Forest

### 3.1.5 Projection of Future Housing Needs

The Regional Housing Needs Assessment (RHNA) prepared by the Southern California Association of Governments (SCAG) has identified a future housing need for Lake Forest during the 1998-2005 period. The income distribution of this 183-unit need is shown below in Table 8.

**Table 8**
**Regional Housing Needs Assessment (RHNA)**

| Income Group | % of Area MFI | Number of Units |
|---|---|---|
| Very Low Income | 0-50% | 73 |
| Low Income | 51-80% | 7 |
| Moderate Income | 81-120% | 27 |
| Upper Income | >120% | 76 |
| Total | | 183 |

home. Once women are homeless and living on the streets, they become particularly susceptible to rape and battery. Homeless women, therefore, often require additional counseling to work through psychological impairment from physical abuse to transition into the mainstream.

- Close to 2,200 homeless persons are homeless youths - Single homeless youths are typically runaways from local homes, and almost all of them return home after a few days and are not considered homeless.

### 3.2.3 Needs of Persons Threatened with Homelessness

The "at-risk" population is comprised of lower-income families and individuals who, upon loss of employment, would lose their housing and end up residing in shelters or becoming homeless. Lower-income families are considered to be at risk of becoming homeless. These families are generally experiencing a housing cost burden, paying more than 30 percent of their income for housing. In more severe cases some families pay more than 50 percent of their income for housing. An estimated 3,938 lower income (80 percent of MFI) Lake Forest households overpay for housing in 1999, representing 65 percent of the lower income households. Among these 3,938 overpaying lower income households, 2,003 (51 percent) are renters and 1,935 (49 percent) are owners.

The at-risk population also includes individuals who are in imminent danger of residing in shelters or being unsheltered. This is primarily due to the lack of access to permanent housing and the absence of an adequate support network, such as a parental family or relatives in whose homes they could temporarily reside. These individuals, especially those being released from penal, mental or substance abuse facilities, require social services that help them make the transition back into society and remain off the streets. Needed services include counseling, rental assistance, and job training/assistance.

Another at-risk population group includes those currently in foster care and who may become homeless when they reach 18 years of age. Rental assistance is the most effective way to prevent homelessness among this group.

### 3.2.4 Inventory of Facilities and Services for the Homeless and Persons Threatened with Homelessness

#### *Emergency Shelter and Transitional Housing Facilities*

The facility and service needs of homeless families and individuals generally include emergency shelter, transitional housing, social services such as job training and counseling, and mental and general health services. Transitional housing is distinguished from emergency shelters in that it provides shelter for an extended period of time (perhaps as long as 18 months) and generally

includes integration with other social services and counseling programs to assist in the transition to self-sufficiency through the attainment of a permanent income and housing. More specifically, mentally ill persons require housing supported by mental health care and counseling.

A number of shelters/transitional housing programs are operated within proximity to Lake Forest. They are most likely to provide services to homeless individuals and facilities in the Lake Forest Area. Table 9, Inventory of Homeless Service Providers, presents a listing of agencies which provide homeless shelters and services. In addition, Lake Forest has provided funds to non-profit organizations to purchase facilities for three transitional units and one affordable housing unit in the City. Future funds will also be allocated for this purpose.

### *Social Service Programs for the Homeless*

The key social service programs for the homeless in the region include:

- **Catholic Charities** provides vouchers for shelter, food distribution, job placement and a housing placement service for men, women and families.

- **Episcopal Service Alliance** provides clothing, medical assistance, bus/gas vouchers, counseling, personal needs and coping skills for homeless men, women and families.

- **Families Forward** (formerly *Irvine Temporary Housing*) provides a variety of programs and services including a transitional housing program, a prevention program, a food assistance program., and emergency assistance.

- **Saddleback Community Outreach** provides a transitional housing program, placing families into condominiums. It also provides services including counseling, clothing, job interviews, school, food, gas and utilities. In addition, Saddleback Community Outreach operates a computer learning center which is staffed by 12 instructors who are retirees from Leisure World. For every one hour of training received, the recipient must provide one hour of community service.

- **Share Our Selves (SOS)** provides services to the homeless including food, financial assistance, gas, utilities and hotel vouchers.

- **Shelter For The Homeless** provides services to the homeless including transitional housing facilities within the City of Lake Forest.

- **St. Edwards Christian Service** provides food and emergency services to the homeless.

- **Women's Assistance Center** provides free emergency clothing and toiletries to women and children including homeless victims of violence, and assists with resume development and job referrals.

**Table 9**
**Homeless Service Providers in the Region**

| Facility | Type | Target Population | Services | Shelter Capacity | Maximum Stay |
|---|---|---|---|---|---|
| Catholic Charities Santa Ana | Homeless Services | Men, women and families | Provides vouchers for shelter, and food distribution, job placement, FEMA housing program. | --- | --- |
| Community Services Program (CSP) Youth Shelter Laguna Beach | Youth Shelter | Youth ages 11 -17 and Families | Services for at risk children and families in crisis situations for the prevention of drug abuse and alcoholism. | 8 beds | 2 -3 weeks |
| Friendship Shelter Laguna Beach | Emergency Shelter | Single men and women | Provides temporary shelter. Services include two meals/day, and various education programs: budgeting, drug rehabilitation support, AIDS education and testing, job preparation and nutrition. | 27 beds | 60 days |
| Huntington Youth Shelter Huntington Beach | Emergency Shelter | Youth ages 11 -17 | Provides emergency shelter and a crisis hot line, food, clothing, counseling, family reunification. | 18 beds | 2 weeks |
| Ecumenical Service Alliance/Anchor House San Clemente | Family Shelter | Families with children | Provide shelter and services including food, utilities, and counseling. | 14 beds | 60 days |
| Orange Coast Interfaith Shelter Costa Mesa | Emergency shelter | Single women, Couples, | Provides shelter with breakfast and dinner. | 45 beds | 3 - 7 days |
| Orange Coast Interfaith Shelter Costa Mesa | Transitional Shelter | Families with children and Single Parents. | Required to save at least 80% of income. Services include meal program, gas vouchers, shower and laundry facilities, clothing, life skills and referrals. | 55 beds | 60 days |
| Saddleback Community Outreach Laguna Hills | Transitional Housing Services | Families | Transitional housing program, placing families into condominiums. Provides services including counseling, clothing, job interviews, school, food, gas and utilities. | 7 Units | 6 mos. - 1 year |

**Table 9**
**Homeless Service Providers in the Region**
**(continued)**

| | | | | | |
|---|---|---|---|---|---|
| Share Our Selves - Costa Mesa | Homeless Services | All | Provides food, financial assistance, gas, utilities, and hotel vouchers. | -- | -- |
| Shelter for the Homeless (SFTH) | Transitional Housing | All | Transitional housing program, placing families into condominiums. Provides services including counseling, clothing, job interviews, school, food, gas and utilities. | 4 Units | |
| St. Edwards Christian Service Dana Point | Homeless services | All | Provides food and emergency services. | -- | -- |
| Women's Assistance Center Mission Viejo | Homeless services | Women and Children | Provides free emergency clothing and toiletries to women and children including homeless victims of violence, some parolees and senior citizens; and assist with resume and job referrals. | -- | -- |

### *Soup Kitchens and Other Daytime Facilities*

The following facilities and social service agencies provide daytime services to the homeless:

- **Someone Cares Soup Kitchen** is located in Costa Mesa and provides hot lunch and limited groceries for any needy or homeless person.

- **Episcopal Service Alliance**, located in Laguna Beach, provides a variety of daytime services to the homeless population, including a hot lunch program, free clothing, hygiene supplies, laundry facilities, and showers.

- **Orange Coast Interfaith Shelter**, located in Costa Mesa, operates two (emergency and temporary housing) shelter programs for the homeless, and provides a variety of services to the homeless population, including a meal program, gas vouchers, shower and laundry facilities, clothing, life skills, and referrals.

- **Saddleback Community Outreach** provides a variety of services to families with children, including a food program. The food program distributes a box of food to needy

families. The organization indicates that the demand for their services has grown tremendously and additional food supplies are always needed.

- **Share Our Selves (SOS)** in Costa Mesa provides daytime services such as food, financial assistance, and medical/dental care to homeless persons. The agency provides sack lunches each day, and one bag of groceries per week to some families. Financial assistance is also provided for gas, prescriptions, and rental assistance. The amount of assistance awarded to the homeless client is based on a personal interview and need.

- **Families Forward** (formerly *Irvine Temporary Housing*) operates a food assistance program. Families can receive groceries by appointment, to help stretch their limited income.

### Voucher and Rent Subsidy Programs

Vouchers and rental assistance for homeless persons and families in south Orange County area are scarce. The **Episcopal Service Alliance** (ESA) in Laguna Beach receives funding for vouchers from the Federal Emergency Management Agency (FEMA) to provide emergency services for the homeless. With the FEMA-funded voucher assistance, Lake Forest is able to provide a year-round voucher program to service its homeless population.

### Drug and Alcohol Rehabilitation Services

Homeless alcohol and drug abusers require treatment facilities and programs, as well as medical and social support. Two nearby facilities provide counseling related to drugs and alcohol abuse to Lake Forest residents. **Friendship Shelter** in Laguna Beach provides drug rehabilitation support, and **Serving People in Need** (SPIN) in Newport Beach provides a program for homeless alcoholics and drug abusers which assists with helping individuals get into detoxification programs.

### Other Services

Other organizations in the south Orange County area that also provide services to homeless persons in Lake Forest include:

- **Mental Health:** The Mentally Disabled Homeless Health Services Program operated by Orange County Department of Health Services provides specialized services to the County's homeless population. This program is designed to provide outreach and case management for the seriously mentally disabled who are homeless or who are at risk of becoming homeless.

- **AIDS/HIV:** As the number of HIV/AIDS cases increases in Orange County, more organizations are beginning to provide housing services for patients without adequate

shelter. Housing counseling and/or shelter are provided by the Aids Service Foundation/Orange County and the Orange County Department of Health Services.

- **Domestic Violence:** A number of homeless women are victims of domestic violence and sexual assault. The YWCA Emergency Response Program (YWCA South Orange County) provides temporary shelter up to 5 days for battered women and their children, as well as referrals to alternate shelters in Orange County for longer term support.

- **Employment:** Securing employment is an important step for homeless persons returning to independence. A large proportion of homeless persons, particularly women, lack skills to obtain employment that pays well enough to support themselves and their families. The Orange County Employment Action Network (OCHITF) of the Orange County Homeless Issues Task Force, works with residents of transitional shelters to provide employment counseling, pre-employment skills and job development, and provides support for JTPA participants.

## 3.3 Public and Assisted Housing Needs

### 3.3.1 Public Housing

Lake Forest has no public housing.

### 3.3.2 Tenant-Based Rental Housing Assistance

Lake Forest contracts with the Orange County Housing Authority to administer its rental assistance programs. Currently, 78 low income households in Lake Forest receive housing assistance through Section 8 Certificate and Voucher programs, with another 150 Lake Forest households on the waiting list.

### 3.3.3 Inventory of Assisted Housing and At-Risk Status

One publicly assisted housing project is located in Lake Forest – 72-unit Trabuco Woods. This project is assisted with a Multi-Family Mortgage Revenue Bond issued by the County of Orange; 20 percent (14 units) of the project units are rent-restricted to low households for 15 years. This rent restriction will expire in 2008.

The likelihood that the "at-risk"units will convert to market rate will depend primarily on the availability and attractiveness of incentives encouraging their continued use as low income housing. The ability to charge higher rents is the primary economic incentive for the owner of Trabuco Woods to convert low income units to market rate.

#### *Preservation Costs*

Preservation of the at-risk units in Trabuco Woods can be achieved in three ways: 1) refinance the mortgage revenue bond; 2) provide rental assistance to tenants; and 3) purchase affordability covenant.

**Refinance Mortgage Revenue Bond**

The most likely option to preserve the low-income rent restriction of the 14 units in Trabuco Woods is to refinance the mortgage revenue bond with the County. If refinanced, Trabuco Woods would be required by the 1986 Tax Reform Act to commit their 20 percent low income units for the greater of 15 years or as long as the bond is outstanding.

To ensure the affordability of the 14 bond assisted units in Lake Forest, the City can encourage the County to enter into discussions with the owner of Trabuco Woods regarding bond refinancing. The

costs to refinance the bond would include the difference in interest rates on the remaining debt between the current and the renegotiated bond packages, an issuance cost which amounts to approximately 3 percent of the bond to be paid up front by the City, and administrative costs. Thus, the project owner may not have a financial incentive to refinance unless renegotiated bond interest rate is well below the current rate on the bond. Other incentives may be needed to encourage refinancing. More often, the property owner prefers to either sell the property or to seek refinancing opportunities from private lending institutions and would therefore be eligible to opt out of affordability controls.

### Rental Assistance

Rent subsidies using federal, State, or local funding sources can be used to maintain affordability at the at-risk project, and can be structured to mirror the Section 8 program. Under the HUD Section 8 program, HUD pays owners the difference between what tenants can pay (defined as 30 percent of household income) and what HUD and the local Housing Authority estimate to be Fair Market Rent on the unit. The feasibility of this alternative depends on the property owner's willingness to accept rental vouchers. In terms of cost-effectiveness, rental subsidies are less costly than constructing new assisted housing, as illustrated below in Table 10. Given the unit mix of the 14 at-risk units, the total cost of subsidizing the rents for these units is estimated at $1,120 per month or approximately $13,400 annually.

**Table 10**
**Rent Subsidies Required**

| At-Risk Units | Trabuco Woods |
|---|---|
| 1-bedroom | 7 |
| 2-bedroom | 7 |
| Total | 14 |
| Total Monthly Rent Income Supported by Affordable Housing Cost of Very Low Income Households | $10,157 |
| Total Monthly Rent Allowed by Fair Market Rents | $11,277 |
| Total Annual Subsidies Required | $13,440 |
| Average Annual Subsidy per Unit | $960 |
| Average Monthly Subsidy per Unit | $80 |

Notes:
1. Affordable monthly rent for a very low income household is $682 based on a 2-person household, $769 based on a 3-person household.
2. October 1999 Fair Market Rents in Orange County for a 1-bedroom is $720, and 2-bedroom is $891.
3. 1-bedroom unit = 2-person household; 2-bedroom unit = 3-person household.

### Purchase of Affordability Covenant

Another option to preserve the affordability of at-risk projects is to provide an incentive package to the owners to maintain the projects as low income housing. Incentives could include writing down the interest rate on the remaining mortgage, supplementing the rent received to market levels, and/or provision of grants or loans for rehabilitation. The feasibility of this option depends on whether Trabuco Woods is too highly leveraged. By providing lump-sum financial incentives or on-going subsidies in rents or reduced mortgage interest rate to the owner, the City can ensure that some or all of the units remain affordable.

## *Replacement Costs*

This section analyzes the cost of replacing the 14 assisted units in Trabuco Woods Apartments should they be converted from low income uses. Two replacement options will be discussed: 1) purchase of similar units to replace the at risk units; and 2) construction of new assisted housing units.

### Purchase of Similar Units

Current market value of the at-risk units can generally be estimated on the basis of potential income, operating and maintaining expenses, and building condition. As shown in Table 11, the current market value of the 14 at risk units is estimated at $758,000, or about $54,000 per unit.

**Table 11**
**Market Value of At-Risk Housing Projects**

| Project Units | Affordable Units at Risk |
|---|---|
| 1-bedroom (600 sq. ft./unit) | 7 |
| 2-bedroom (750 sq. ft./unit) | 7 |
| Total Units | 14 |
| Annual Operating Cost ($4/sq. ft.) | $58,800 |
| Gross Annual Income | $127,680 |
| Net Annual Income | $68,880 |
| Market Value | $757,680 |

Market value for each project is estimated with the following assumptions:

1. The average market rent for a 1-bedroom unit is $700 and a 2-bedroom unit is $900.
2. Vacancy rate = 5%
3. Market value = Annual net project income * multiplication factor
4. Multiplication factor for a building in moderate condition is 11.

### Construction of Replacement Units

The cost of developing new housing depends on a variety of factors such as density, size of units, location and related land costs, and type of construction. According to the 1999 Orange County Affordable Housing Strategy, a typical two-bedroom apartment costs around $150,000 to develop. Assuming that a one-bedroom apartment would cost 20 percent less to develop than a two-bedroom unit, the total cost of constructing 14 new units to replace the units at risk would be about $1.9 million, substantially more expensive than subsidizing existing units or purchasing existing units.

## *Cost Comparison*

Both purchase of similar units and development of new units require significant up-front costs. While annual rent subsidies required to preserve the 14 assisted units are relatively low (approximately $13,400 annually), the long-term affordability of the units could still not be ensured. Other financial incentives may also be needed to make the negotiation packages more attractive to property owners.

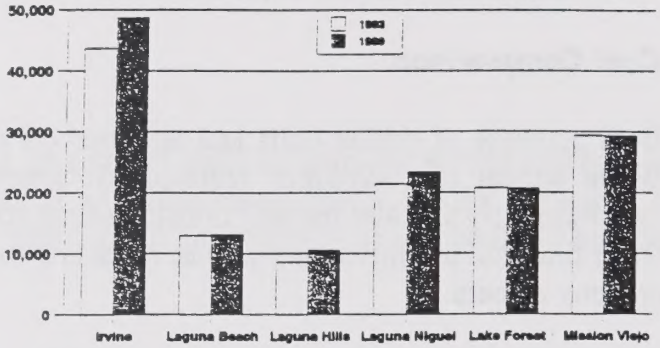
The costs to refinance an existing bond under the current owners are based primarily on the outstanding debt, and the difference in interest rates on the remaining debt between the previous and renegotiated bond packages. Refinancing the existing bond is probably the least costly preservation option for a bond-financed project. The County of Orange has refinanced several expiring mortgage revenue bond projects, and should be contacted regarding potential refinancing of Trabuco Woods.

## 3.4 Market Conditions

### 3.4.1 Housing Growth

The State Department of Finance reported a total of 20,719 dwelling units in Lake Forest in 1999. Among the surrounding cities, Irvine contained the largest stock with 48,764 units, Mission Viejo had the second largest with 32,573 units, followed by Laguna Niguel with 23,372 units. Between 1993 and 1999 housing stock in Lake Forest decreased slightly by 12 units from an estimated 20,731 units in 1993. Lake Forest is approaching buildout with little vacant land remaining for new residential development. The City's Sphere of Influence contains substantial acreage planned for residential development, however. Two residential developments, Portola Hills and Foothill Ranch, at buildout, will increase housing stock in the Sphere of Influence by approximately 6,100 dwelling units.

**Figure 6: Housing Growth - 1993-1999**
**City of Lake Forest and Surrounding Areas**




Sources: State Department of Finance, Population and Housing Estimates, January 1993 and 1999.

### 3.4.2 Housing Characteristics

#### *Housing Type*

The housing stock in Lake Forest experienced little change during the past few years. Table 12 shows the composition of Lake Forest as of January 1999. According to the Department of Finance, single-family housing remained the majority housing type at 68 percent, while multi-family housing accounted for 26 percent. Single-family residences are predominately located within large planned communities (Lake Forest, El Toro, Rancho De Los Alisos, Rancho Serrano, and Serrano Highlands) and are governed by twenty Homeowners Associations. The City also contains four mobile home parks occupied by 1,224 units.

**Table 12**
**Housing Type: 1999**

| Housing Type | 1999 | |
|---|---|---|
| | No. of Units | % of Total |
| Single-Family | | |
| Detached | 10,933 | 52.8% |
| Attached | 3,150 | 15.2% |
| Total | 14,083 | 68.0% |
| Multi-Family | | |
| 2-4 Units | 809 | 3.9% |
| 5+ Units | 4,603 | 22.2% |
| Total | 5,412 | 26.1% |
| Mobile Homes | 1,224 | 5.9% |
| Total Housing Units | 20,719 | 100.0% |
| Total Occupied Units | 19,680 | 95.0% |
| Vacancy Rate | | 5.0% |

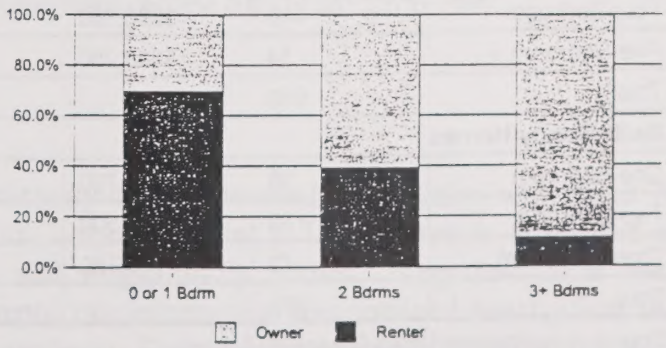
Source: State Dept. of Finance, Population & Housing Estimates, 1/1999.

### *Tenure*

The tenure distribution of a community's housing stock (owner versus renter) influences several aspects of the local housing market. Residential stability is influenced by tenure, with ownership housing evidencing a much lower turnover rate than rental housing. Housing overpayment, while faced by many households, is far more prevalent among renters. Tenure preferences are primarily related to household income, composition, and age of the householder. Lake Forest is a predominantly owner-occupied community. In 1999, an estimated 74 percent of the 19,680 occupied housing units were owner-occupied, and 26 percent were renter-occupied.

The majority of the housing units in Lake Forest are large units with three or more bedrooms. Large size units are more prevalent among ownership housing than among rental housing (Figure 7). In 1999, there were 11,853 occupied units with three or more bedrooms, 89 percent of which were owner-occupied. Additionally, there were 5,713 two-bedroom units in the City, about 60 percent of which were owner-occupied. Of the 2,113 occupied studio or one bedroom units, 70 percent were renter-occupied.

**Figure 7**
**Unit Size by Tenure - 1999**

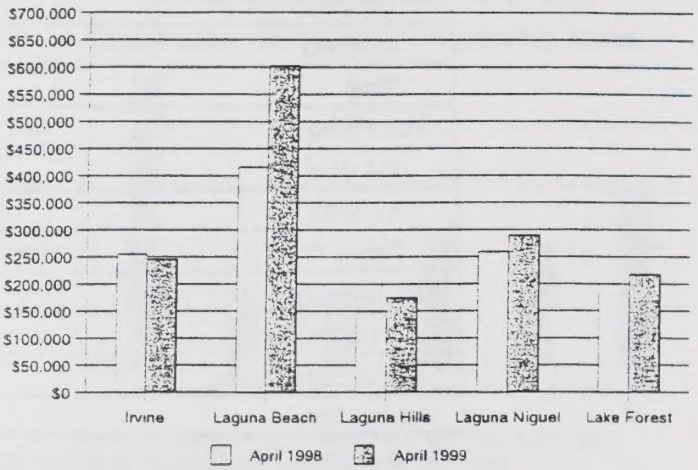


### 3.4.3 Housing Cost

#### *Ownership Housing Cost*

The City of Lake Forest offers a wide price range of single-family homes and condominium units (see Table 13). Single-family homes sold between 1998 and 1999 were priced from $92,500 to $775,000. Condominium units were priced from $43,000 to $251,000. Most large size units (with three or more bedrooms) available for sale were single-family homes, selling at substantially higher prices than condominium units. A total of 918 single-family home transactions were recorded, with an average price of a home reported at about $264,000. Among the 280 condominium sales, the average price was reported at $130,000.

**Figure 8: Median Housing Sale Prices**
**Lake Forest and Surrounding Areas**




Source: California Association of Realtors, April 1999.

Lake Forest experienced a smaller increase in median housing sales price between April 1998 and April 1999 when compared to surrounding communities, except for Irvine which showed a slight decrease in median price (see Figure 8).

**Table 13**
**Housing Sales Price: 1998 - 1999**

| Number of Bedrooms | Units Sold | Median | Average | Price Range | | |
|---|---|---|---|---|---|---|
| **Single-Family Homes** | | | | | | |
| Two-Bedroom | 71 | $203,000 | $208,422 | $105,500 | to | $775,000 |
| Three-Bedroom | 397 | $239,000 | $244,191 | $92,500 | to | $554,500 |
| Four-Bedroom | 416 | $285,750 | $288,684 | $145,000 | to | $600,000 |
| Five-Bedroom + | 34 | $303,250 | $310,912 | $165,000 | to | $477,500 |
| Total | 918 | | $264,058 | $92,500 | to | $775,000 |
| **Multi-Family Homes** | | | | | | |
| One-Bedroom | 38 | $81,750 | $85,605 | $43,000 | to | $169,500 |
| Two-Bedroom | 170 | $122,500 | $123,429 | $74,000 | to | $191,500 |
| Three-Bedroom | 72 | $170,750 | $169,007 | $65,000 | to | $251,000 |
| Total | 280 | | $130,016 | $43,000 | to | $251,000 |

Source: Los Angeles Times Dataquick Services

Housing affordability is dependent upon income and housing costs. Using updated income guidelines, current housing affordability in terms of home ownership can be estimated. According to the HUD income guidelines for 1999, the Median Family Income (MFI) in Orange County for a four-person household was $68,300. Median income for a Very Low Income household (0-50 percent MFI) was $34,150, a Low Income household (51-80 Percent MFI) earned up to $47,800, and a Moderate Income household (81-120 percent MFI) earned up to $81,950.

Assuming that the potential homebuyer has sufficient credit and downpayment (10 percent) and spends no greater than 30 percent of their income on housing expenses (i.e., mortgage, taxes and insurance), the maximum affordable home price can be determined. Table 14 illustrates the purchasing ability of the income groups defined above. The high price of single-family housing indicates that the opportunities for home ownership in the City are limited for lower and moderate income groups. Given the median home prices shown in Table 13, Low Income households could afford condominium units, and Very-Low Income households could possibly afford a one-bedroom condominium. However, affordability limits are based on a four-person household, and a one-bedroom unit is not a viable option for a four-person household, since overcrowding would result.

**Table 14**
**Affordable Homeownership Costs by Income Category**
**Orange County - 1999**

| Income Group | Median Income | Monthly Affordable Housing Cost | Utility Allowance | Property Taxes, Homeowner's Insurance | Affordable Mortgage Payment | Max. Affordable 30-Year Mortgage | Max Affordable Home Price |
|---|---|---|---|---|---|---|---|
| Very Low (0-50% MFI) | $34,150 | $854 | $125 | $150 | $579 | $82,809 | $92,000 |
| Low (51-80% MFI) | $47,800 | $1,195 | $125 | $200 | $870 | $124,428 | $138,250 |
| Moderate (81-120% MFI) | $81,950 | $2,049 | $125 | $200 | $1,724 | $246,568 | $273,950 |

Note: Calculation of affordable home sales price based on down payment of 10% annual interest rate of 7.5%, 30-year mortgage and monthly payment of 30% of HUD Median Family Income (MFI) of $68,300 for 1999.

### *Rental Housing Cost*

As previously stated, Lake Forest is a predominantly owner-occupied community, with about 74 percent owner-occupied households. The rental housing market in Lake Forest is comprised of apartments, townhomes and condominiums, and single-family homes. Very few units were advertised in the newspaper, therefore current rental rate information was obtained directly from the property managers of several large apartment complexes. Each property manager indicated that their complexes are typically at 98 percent occupancy. Rental rates are summarized by unit type and size

in Table 15. As shown in this table, the apartment rental stock is comprised primarily of one- and two-bedroom units.

**Table 15**
**Current Rental Rates by Unit Type: August 1999**

| Unit Type and Size | Number of Units | % of Total | Rental Range |
|---|---|---|---|
| **Apartments** | | | |
| Junior One-Bedroom | 35 | 0.0% | $825 - $883 |
| One-Bedroom | 590 | 40.3% | $799 - $945 |
| Two-Bedroom | 795 | 54.3% | $999 - $1,200 |
| Three-Bedroom | 45 | 3.1% | $1,300 |
| **Total** | 1,465 | 100.0% | $799 - $1,300 |

Source: Individual apartment complex management, August 1999.

As with ownership housing, affordability of rental housing is dependent upon income and housing costs. Applying the same HUD income guidelines previously used for ownership housing affordability, the costs of rental housing can also be estimated in terms of affordability. Monthly affordable rental housing costs are shown in Table 16. According to the income guidelines for 1999, rents for two- or three-bedroom apartment units are not affordable to very-low income households. Low income households could afford up to a two-bedroom unit.

**Table 16**
**Affordable Rent by Income Category Orange County: 1999**

| Income Group | Median Income | Monthly Affordable Rent | Utility Allowance | Affordable Monthly Rent Payment |
|---|---|---|---|---|
| Very Low (0-50% MFI) | $34,150 | $854 | $50 | $804 |
| Low (51-80% MFI) | $47,800 | $1,195 | $50 | $1,145 |
| Moderate (81-120% MFI) | $81,950 | $2,049 | $50 | $1,999 |

Note: Calculation of affordable rent is based on a monthly payment of 30% of HUD Median Family Income (MFI) for Orange County of $68,300 for 1999

Typically, mobilehome park spaces offer an alternative to very-low and low income households. Lake Forest has four mobile home parks targeted for senior households, which are typically small households with one or two members. The City surveyed the four mobile home parks in June 1999 and identified park space rents ranging from a low $570 to a high of $675 (see Table 17). According to the Orange County Housing Authority, a large number of the City's mobilehome occupants have incomes below 30 percent of the County Median Family Income (MFI).

Given an adjusted MFI for a two-person household of $54,650 in 1999, a very low income (50 percent MFI) senior household can afford $682 in monthly housing costs, and an extremely low income (30 percent MFI) senior household can afford only $410 in monthly housing cost. Thus, mobile home park space rents in Lake Forest are within the range of affordability of very low income seniors, but are well beyond the affordable levels of those earning extremely low incomes. In addition, some mobilehome park occupants may face costs in addition to space rents if they are renting coaches, further impacting housing affordability.

**Table 17**
**Mobile Home Park Space Rents: June 1999**

| Park Name | Number of Units | Number for Sale | Average Rent/Range | Target Population |
|---|---|---|---|---|
| El Toro Mobile Estates<br>24921 Muirlands Blvd. | 328 | 7 | $660 | Senior Park - 55 years + |
| Forest Gardens<br>24001 Muirlands Blvd. | 494 | 16 | $570 - $650 | Senior Park - 55 years + |
| Kimberly Gardens<br>24922 Muirlands Blvd. | 159 | 3 | $675 | Family Park - all ages |
| Prothero<br>24701 Raymond Way | 257 | 3 | $600 | Senior Park - 55 years + |
| Total Units | 1,238 | 29 | $570 - $675 | |

### 3.4.4 Housing Condition

#### *Age of Housing Stock*

Housing which is 30 years old is assumed to require some rehabilitation. Such features as electrical capacity, kitchen features, and roofs, usually need updating if no prior replacement work has occurred. Lake Forest has a fairly new housing stock. Table 18 indicates that only ten percent of the City's housing stock was built prior to 1970 and is currently approaching 30 years of age.

**Table 18**
**Age of Housing Stock: 1999**

| Year Built | Number of Units | Percent of Total |
|---|---|---|
| 1939 or earlier | 0 | 0.0% |
| 1940-1949 | 23 | 0.1% |
| 1950-1959 | 75 | 0.4% |
| 1960-1969 | 1,985 | 9.6% |
| 1970-1979 | 9,260 | 44.7% |
| 1980- March 1999 | 9,376 | 45.3% |
| Total | 20,719 | 100.0% |

Sources: 1990 Census and 1999 Department of Finance estimates.

#### *Housing Conditions Survey*

As part of the City's 1993 General Plan program, a housing conditions survey of the City's older neighborhoods was conducted to assess the magnitude of substandard housing and rehabilitation needs. Based on exterior evaluation of these targeted neighborhoods, each unit was rated as "good", "adequate", "substandard - suitable for rehabilitation", or "substandard - unsuitable for rehabilitation." Residential structures with excessive clutter in yards and/or deficiencies in landscaping, but which appeared to be otherwise sound, were considered to be in standard condition, provided the other residential structure met the necessary criteria.

The conditions survey confirmed that even in the City's oldest neighborhoods, the housing stock is of high quality and has been well maintained. Of the 1,483 units surveyed, over 90 percent of the units surveyed received a rating of "good", exhibiting no outward signs of decay. An estimated 101 units were in need of repair to prevent deterioration to substandard conditions. These units are concentrated in three areas:

**Area 1:** This area is located along the southwestern edge of the City bounded by the San Diego Freeway (405) and Rockfield Boulevard. A majority of the City's oldest housing stock is located

in this area. The majority (592) of the units in this area received a rating of "good", with the remaining units (57) rated "adedquate."

**Area 2:** This area is located between Lake Forest Drive and Ridge Route Drive, west of Muirlands Boulevard. The area is characterized by single-family neighborhoods, with only two multi-family developments in the area. Out of the 646 homes in the area, 618 were rated as "good", with the remaining 29 rated "adequate."

**Area 3:** This area contains multi-family dwelling units located on Village Drive. The survey reported 56 of the units were in "good" condition and 16 units in "adequate" condition.

The City has adopted a comprehensive approach to neighborhood improvement in five targeted Neighborhoods Preservation Areas. A full-time Code Enforcement Officer provides focused enforcement activities and responds to complaints related to substandard housing, property maintenance, overgrown vegetation, illegal conversions, improper occupancy and other nuisance and zoning complaints. The City also conducts annual neighborhood clean-up days which include activities such as the painting of homes, clearing yard debris, performing landscape maintenance and trash cleanup. The City also provides housing rehabilitation assistance to lower income homeowners through a deferred loan program for owner-occupied single-family detached and attached homes and mobile home units, which is funded through the City's CDBG program.

## *Lead-Based Paint Hazards*

### Health Hazard of Lead

Lead poisoning is the number one environmental hazard to children in America today. Lead's health effects are devastating and irreversible. Lead poisoning causes IQ reductions; reading and learning disabilities; decreased attention span; and hyperactivity and aggressive behavior.

The Center for Disease Control has determined that a child with a blood lead level of 15 to 19 μg/dL (micrograms per deciliter) is at high risk for lead poisoning and a child with a blood lead level above 19 μg/dL requires full medical evaluation and public health follow-up.

Table 19 contains a list of the local, state, and federal agencies concerned with the childhood lead-poisoning problem and their services/resources (i.e. education, prevention, detection, treatment and abatement).

### Incidence of Lead Hazards

The lead poison program is administered through the County of Orange Health Care Agency - Epidemiology Division. The Health Care Agency receives most of its referrals from the State Child Health and Disease Prevention (CHDP) Program and from public health clinics for children. The CHDP Program requires that all physicians receiving funding from the program test all children under five years of age for lead poisoning. If lead poisoning is discovered, the case is turned over

to the Health Care Agency, who will follow up and determine proper treatment. For children with a blood lead level of 20 µg/dL or higher, the Agency sends a public health nurse and an environmental health specialist for a home visit to evaluate the premise, educate the parents how to eliminate the lead sources, provide information on nutrition and prevention of lead poisoning, and urge other children on the premise to be tested for lead poisoning.

The Agency has recently documented two cases (1997 and 1998) of child lead poisoning in the City of Lake Forest. However, the blood poisoning in these cases was not due to lead-based paint. The Department of Health Services emphasizes that lead-poisoning can come from a variety of sources, including toys, furnishings, fixtures, contaminated water and soils, and lead-based paint.

The City of Lake Forest addresses issues related to lead poison through its rehabilitation program for single-family homes and mobile home units.

**Table 19**
**Agencies and Resources Available for Eliminating or Monitoring Child Lead Poisoning**

| Agency/Program/Position | Services/Resources |
|---|---|
| **Local/County** | |
| 1. Child Health & Disability Prevention Program | Blood Lead Testing Program |
| 2. Childhood Lead-Poisoning Prevention Program (operated throughout State) | County to follow up to State Program |
| Lead Coordinator | PbB Report Intake/Referral and Response Condition |
| Public Health Nurse | Lead Poisoning Follow-up<br>Childhood Lead Case Management<br>Medical Treatment |
| Health Educator | Lead Poisoning Education |
| Environmental Health Specialist | Environmental Case Management<br>LBP Inspection/Abatement |
| **California Department of Health Services** | |
| 1. Child Health and Disability Prevention Program Director | Local CHDP Coordination<br>Policy Development |
| 2. Childhood Lead Poisoning Prevention Branch | Identify lead poisoning through County programs |
| Information Coordinator | Reports status LBP Cases on a Countywide basis |
| **National Center for Lead-Safe Housing** | |
| Director | Information clearinghouse<br>Technical Assistance<br>LBP inspection research |

### Estimating Number of Housing Units with LBP

The age of the housing stock is the key variable for estimating the number of housing units with lead-based paint. Starting in 1978, the use of all lead-based paint on residential property was prohibited. An estimated 75 percent of all residential structures built prior to 1978 contain lead-based paint and older structures have the highest percentage of LBP. Local data has confirmed the national survey results that the percentage of units containing lead increases with the age of the structure. Table 20 estimates the number of housing units with LBP in Lake Forest with LBP.

**Table 20**
**Number of Housing Units with LBP**

| Year Units Built | No. of Units | Percent Units with LBP[a] | Estimated Number of Units with LBC |
|---|---|---|---|
| 1960-1979 | 11,245 | 62% ± 10% | 5,847 - 8,096 |
| 1940-1959 | 98 | 80% ± 10% | 69 - 88 |
| Before 1940 | 0 | 90% ± 10% | 0 |
| Total Units | 11,385 | | 5,916 - 8,184 |

Source: California State Department of Finance, Population Estimates, January 1999.

Note: Housing varies greatly in amount of LBP. These percentages include all housing with some LBP somewhere, no matter how little.

In assessing the potential LBP hazard of these older structures, several factors must be considered. First, not all units with lead-based paint have lead-based paint hazards. Only testing for lead in dust, soil, deteriorated paint, chewable paint surfaces, friction paint surfaces, or impact paint surfaces provides information about hazards. Properties more at risk than others include:

- Deteriorated units, particularly those with leaky roofs and plumbing; and
- Rehabilitated units where there was not a thorough cleanup with high-phosphate wash after the improvements were completed.

## 3.5 Barriers to Affordable Housing

Constraints to the provision of adequate and affordable housing are posed by market, governmental, and infrastructure and environmental factors. These constraints may result in housing that is not affordable to low and moderate income households, or may render residential construction economically infeasible for developers.

### 3.5.1 Market Constraints

#### *Construction and Land Costs*

A major cost associated with constructing a new housing unit is the cost of building materials. Typical residential construction costs for a single-family home range from approximately $60 to $70 per square foot, while custom homes and units with extra amenities run even higher. The *1999 Orange County Affordable Housing Strategy* indicates that including the cost of land, a typical two-bedroom apartment costs around $150,000 to develop.

Reduction in amenities and the quality of building materials (above a minimum acceptability for health, safety, and adequate performance) could result in lower sales prices. In addition, prefabricated factory-built housing may provide for lower priced housing by reducing construction and labor costs. Another factor related to construction costs is the number of units built at one time. As the number of units increases, overall costs generally decrease due to economies of scale. Density bonuses may be used by the City as a mechanism to reduce land costs in exchange for affordable housing.

The price of raw land and any necessary improvements is a key component of the total cost of housing. The diminishing supply of land available for residential construction combined with a fairly steady demand for such development has served to keep the cost of land relatively high, particularly in Orange County. High and rapidly increasing land costs in the County have resulted in homebuilders developing increasingly expensive homes in order to capture profits, according to the *1999 Orange County Affordable Housing Strategy*.

#### *Availability of Mortgage and Rehabilitation Financing*

Under the Home Mortgage Disclosure Act (HMDA), lending institutions are required to disclose information on the disposition of loan applications and the income, gender, and race of loan applicants. This data for Lake Forest was complied by census tract and aggregated to the area that generally approximates the City boundaries. In 1997, a total of 1,713 households applied for mortgage loans to purchase homes in Lake Forest. About two-thirds of the applications were originated (approved by lenders and accepted by applicants) and 13 percent were denied, with the remaining 16 percent of the applications withdrawn, closed for incompleteness, or not accepted by

the applicants (see Table 21). Overall, home purchase loan origination rate (70 percent) in Lake Forest is comparable to that Countywide (68 percent). The City participates in the County Mortgage Credit Certificate (MCC) program, which enables more low and moderate income households to qualify for mortgage financing.

As is typical nationwide, home improvement loans have much a lower origination rate than mortgage loans in Lake Forest. In 1997, 298 households in Lake Forest applied for home improvement loans through private sources such as banks and only 47 percent were originated, lower than the Countywide rate of 56 percent. The denial rate for low-income households was 55 percent, while slightly less than one-third of the applications from moderate and upper income households were denied, indicating a continued need for government assistance in providing home rehabilitation loans. The HMDA data also indicates that the denial rate is highest for the Hispanic applicants at 23 percent, compared to 11 percent for Whites and Asians. However, the number of Hispanic loan applicants was far below that of White applicants.

**Table 21**
**Disposition of Loan Applications**

| Applicant Income | Home Purchase Loans | | | | Home Improvement Loans | | | |
|---|---|---|---|---|---|---|---|---|
| | Total Appl'ns | % Originated | % Denied | % Other | Total Appl'ns | % Originated | % Denied | % Other |
| Lower Income (0-80% MFI) | 267 | 66% | 16% | 18% | 63 | 27% | 55% | 17% |
| Moderate Income (81-120% MFI) | 482 | 72% | 14% | 15% | 93 | 50% | 31% | 18% |
| Upper Income >120% MFI) | 891 | 71% | 10% | 18% | 138 | 54% | 27% | 19% |
| Not Available | 73 | 55% | 11% | 3% | 4 | 50% | 1% | -- |
| Total | 1,713 | 70% | 13% | 16% | 298 | 47% | 35% | 18% |

Source: Home Mortgage Disclosure Act (HMDA)data for 1997. Tabulated with the Centrax software.

### 3.5.2 Governmental Constraints

Policies of the City can have an impact on the price and availability of housing in the City. Land use controls, site improvement requirements, building codes, fees, and other local programs to improve the overall quality of housing may serve as a constraint to housing development. The following public policies can affect overall housing availability, adequacy, and affordability.

### Land Use Controls

The Land Use Element of the Lake Forest General Plan and corresponding zoning provide for a full range of residential types and densities dispersed throughout the City. The Lake Forest Land Use Element has designated almost half of the total land inventory for residential uses, including single-family homes, multi-family units, mobile homes and group quarters. Residential densities in Lake Forest cover a wide spectrum, including the following categories:

1. Very-Low Density (up to 2 units/acre);
2. Low Density (Up to 7 units/acre);
3. Low-Medium Density (Up to 15 units/acre);
4. Medium Density (Up to 25 units/acre);
5. High Density (Up to 43 units/acre).

In addition to these residential categories, the Lake Forest General Plan has also established the El Toro Planned Community area. The business area located on the southeast side of El Toro Road along both sides of the railroad tracks has developed over time with a variety of commercial and industrial uses that would benefit from more precise study and planning for housing and infrastructure to serve those uses.

There is also a Mixed-Use designation, which provides opportunities for mixtures of commercial, office and residential uses in the same building, on the same parcel of land, or within the same area. Residential use is allowed when developed in conjunction with commercial and/or office development and a maximum density of 25 dwelling units per net acre of land is allowed.

### Residential Development Standards

Prior to incorporation, development in Lake Forest was governed by Orange County. The City assumed the responsibility of development review upon incorporation and has adopted the Orange County Zoning Code, which provides for a full range of residential types and densities as depicted in Table 22.

The Zoning Code contains parking standards for single- and multi-family uses. Two spaces are required for every single-family unit. For multi-family units, the requirements vary based on the number of bedrooms in the unit: 0-1 bedrooms (1.5 spaces); 2 bedrooms (2 spaces); 3+ bedrooms (2.5 spaces/du + ½ space for each bedroom in excess of 3). In addition, two-tenths (0.2) guest parking space per dwelling unit must be provided. For a multi-family unit, only one of the parking spaces is required to be covered. Projects with five or more units, or second units are not required to have covered parking.

Currently, the City is developing its own development code, allowing the City to comprehensively evaluate its development standards for appropriateness.

## Table 22
## Lake Forest Development Standards

| General Plan Designation and Corresponding Zoning District | Area | Height | Site Cover-age | Distance Between Principal Structures | Area Per Unit | Setbacks From Street | | | Setbacks From Property Line | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Front | Side | Rear | Front | Side | Rear |
| **General Plan - Very Low Density (0-2 du/ac)** | | | | | | | | | | | |
| Estates (E1) | 1 acre min. | 35 ft. max. | 35% max. | - | - | 45 | 20 | 50 | - | 20 | 50 or D |
| Residential Hillside Estates (RHE) | 10,000 sf min. | 35 ft. max. | 35% max. | - | - | 10 | 8 | 25 | - | 8 | 25 or D |
| Small Estates (E4) | 10,000 sf min. | 35 ft. max. | 35% max. | - | - | 30 | A | 25 | - | A | 25 or D |
| Residential Estates (RE) | 20,000 sf min. | 35 ft. max. | 35% max. | - | - | 40 | A | 25 | - | A | 25 or D |
| General Plan - Low Density (2-7 du/ac) | | | | | | | | | | | |
| Single-Family Residence (R1) | 7,200 sf min. | 35 ft. max. | - | - | - | 20 | 5 | 25 | - | 5 | 25 or D |
| Residential, Single-Family (RS) | 7,000 sf min. | 35 ft. max. | - | - | - | 10 | 10 | 10 | - | C | - |
| General Plan - Low-Medium Density (7-15 du/ac) | | | | | | | | | | | |
| Two-Family Residence (R2D) | 7,200 sf min. | 35 ft. max. | 60% max. | - | | 20 | 5 | 25 | - | 5 | 25 or D |
| General Plan - Medium Density (15-25 du/ac) | | | | | | | | | | | |
| Multi-Family Dwellings (R2) | 7,200 sf min. | 35 ft. max. | - | 10 ft. min. | 1,000 sf min. | 20 | 5 | 25 | - | 5 | 25 or D |
| Apartment (R3) | 7,200 sf min. | 65 ft. max. | - | 15 ft. min. | 1,000 sf min. | 20 | B | 25 | - | B | 25 or D |
| Suburban Multi-family Residential (R4) | 7,200 sf min. | 35 ft. max. | - | 15 ft. min. | 3,000 sf min. | 20 | 5 | 25 | - | 5 | 25 or D |
| General Plan - High Density (25-43 du/ac) | | | | | | | | | | | |
| Residential-Professional (RP) | 7,200 sf min. | 35 ft. max. | - | - | 3,000 sf min. | 20 | 5 | 25 | 20 | 5 | 25 |

A. 10% of average ultimate net width of building site - maximum 20 feet.
B. 5 feet; add 1 foot for each additional story over 2.
C. 10 feet on 1 side only or 10 feet total of 2 sides combined.
D. In computing the depth of a rear setback from any building where such setback opens on an alley, private street, public park or public beach, one-half of the width of such alley, street, park or beach may be deemed to be a portion of the rear setback, except that under this provision, no rear setback shall be less than 15 feet.

Source: City of Lake Forest Zoning Ordinance.

## *Provisions for a Variety of Housing Types*

Lake Forest has adopted the Orange County Zoning Ordinance which makes available adequate sites through appropriate zoning and development standards to encourage the development of a variety of housing types for all income levels. The following paragraphs describe the provisions for these types of housing.

### Multi-Family Rental Housing

Multiple-family housing comprises about 26 percent of the total housing units in Lake Forest. The Lake Forest General Plan provides for multi-family rental housing in the Medium Density and High Density residential districts.

### Mobile Homes/Manufactured Housing

The City provides for mobile or manufactured homes within its residential zone districts if they are compatible with other permitted uses in their district. The mobilehome installation must comply with the site development standards for a single-family dwelling in the applicable zoning district. The units must also be installed on a permanent foundation in compliance with all applicable building regulations and Title 25 of the California Health and Safety Code. The City currently has about 1,200 mobile home units in four mobile home parks.

### Second Units

The Orange County Zoning Ordinance also permits a second residential unit or "Granny" flat on the same lot, where a single-family unit exists on a parcel zoned for such purposes. A use permit is required for this use and structure. The City plans to adopt a Second Unit Ordinance consistent with State requirements to expand affordable housing opportunities, particularly for seniors.

### Transitional Housing and Emergency Shelters

The City has provided funding to Saddleback Community Outreach to purchase three condominiums in Lake Forest to provide transitional housing facilities within the City. The County of Orange Zoning Ordinance permits these types of facilities under its community care facility designation. Facilities serving 7 to 12 persons, except for large family day care homes, are permitted in any area zoned for residential or agricultural uses subject to the issuance of a use permit by the Planning Commission.

### *Development and Planning Fees*

The Building Industry Association of Southern California conducted an intensive survey in November 1999 of land development fees imposed by all jurisdictions located in Orange County. Jurisdictions participating in the survey were asked to identify fees in the context of a hypothetical 50-home detached subdivision. The survey included permit processing and capital facilities fees. Capital facility fees, however, are omitted in this discussion, as they are established by special districts which are not subject to local government discretion. Table 23 provides a summary of residential development fees for Lake Forest as well as the cities of Laguna Hills, Irvine, and Mission Viejo for comparative purposes.

The City of Lake Forest charges various fees and assessments to cover the cost of processing permits and providing certain services and utilities. In the City of Lake Forest, applicants deposit a certain amount of money for various processing procedures. The City charges the applicant an hourly fee for services from the deposit amount. As illustrated in Table 6, environmental processing fees vary by area, with Lake Forest charging fees that are similar to Mission Viejo, but far less than the City of Irvine. Lake Forest's planning fees appear to be in the middle range when compared to those of surrounding communities.

Through the housing policies and programs, the City monitors residential fees to assess their impact on housing costs and to ensure fees reflect the actual costs of processing.

## Table 23
## Development Fee Schedule

| Fee Category | Cost Per Unit (unless indicated) | | | |
|---|---|---|---|---|
| | City of Laguna Hills | City of Lake Forest | City of Irvine | City of Mission Viejo |
| ENVIRONMENTAL (Deposit amount) | | | | |
| · Initial Determination | Deposit | $5,000 | N/A | N/A |
| · Environmental Review | Deposit | N/A | N/A | N/A |
| · EIR Processing | Deposit | $5,000 | $30,000 | $5,000 |
| PLANNING | | | | |
| · General Plan Amendment | Deposit | $6,500 deposit | $12,000 deposit | $5,000 deposit |
| · Zone Change | $3,000 deposit | $5,500 deposit | $12,000 deposit | $5,000 deposit |
| · Tentative Tract Map | $2,500 deposit | $5,500 deposit | $4,000 deposit | $4,500 deposit |
| · Site Plan Review | $3,000 deposit | $3,500 deposit | $7,000 deposit | $3,300 |
| BUILDING | | | | |
| · Building | $1,807 | $1,645.80 | $692 | $1,376 |
| · Plan Check | $1,175 | $1,074 | $44 | $224 |
| · Electrical | $22.50 | $91.10 | N/A | Incl. in fee above |
| · Mechanical | $22.50 | $109.90 | N/A | Incl. in fee above |
| · Plumbing | $22.50 | $129.80 | N/A | Incl. in fee above |
| ENGINEERING & SUBDIVISION | | | | |
| · Final Tract Map | N/A | $1,028 deposit | $225 | $99 |
| · Sewer | N/A | $3,598 deposit | N/A | N/A |
| · Water | N/A | $1,028 deposit | N/A | N/A |
| · Storm Drain | $13 | $231 | N/A | $25 |
| · Street | $239 | $1,028 deposit | N/A | $386 |
| · Grading | $131 | N/A | $296 | $110 |
| CAPITAL FACILITIES & CONNECTIONS | | | | |
| · Water | N/A | N/A | $59 | N/A |
| · Sewer | N/A | N/A | $59 | N/A |
| · Sanitation District Annex | N/A | N/A | $2,360 | N/A |
| · Drainage | N/A | N/A | N/A | N/A |
| · Transportation Corridor | N/A | N/A | $2,725 | $2,399 |
| OTHER FEES | | | | |
| · School Facilities | $4,600 | $1.39/sq. ft. | N/A | $4,988 |
| · Fire Facilities | N/A | $61 | N/A | N/A |
| · Library Fee | N/A | $205 | N/A | N/A |
| · Transportation Fee | N/A | $444 | N/A | N/A |
| · Development Agreement | $3,000 deposit | N/A | N/A | N/A |

Source: *BIA Land Development Fee Survey*, 1999.

### Building Codes and Enforcement

Building Codes regulate the physical construction of dwellings and include plumbing, electrical and mechanical divisions. The purpose of the Building Code and its enforcement is to protect the public from unsafe buildings and conditions associated with construction. The City of Lake Forest has adopted the Uniform Building Code. This code is considered to be the minimum necessary to protect the public health, safety and welfare. No local amendment to the code has either been initiated or approved which would directly affect housing standards or processes. The Building Code adopted by Lake Forest is similar to those used by other local governments, and therefore does not pose any special constraints on the production or cost of housing. The local enforcement of this codes does not add significantly to the cost of housing.

### Local Processing and Permit Procedures

The evaluation and review process contributes to the cost of housing in that holding costs incurred by developers are ultimately manifested in the unit's selling price. The City of Lake Forest contracts out all of its permit processing duties and the cost of these services are minimal. The City continues to provide expedited processing for projects and utilizes consultant services to ensure this level of service is maintained.

For complete development projects submitted to the City for review, the normal time for staff review and a public hearing before the Planning Commission is six to eight weeks. This includes application for conditional use and site development permits. Applicants are encouraged to meet with staff early in the design process to discuss potential concerns. Once the applicant has submitted an application, the plans are reviewed for completeness, and if complete, they are sent to various departments (fire, building, public works, etc.) for review. Approximately one month after the application is submitted, the applicant will receive the City's comments. The applicant then has the opportunity to revise the plans and resubmit to the City for final plan check. The application then goes to public hearing and the Planning Commission makes the final decision on the proposal.

The Planning Commission's approval is final unless appealed to the City Council. If appealed, the processing time for the project may increase by about four weeks. Tract maps are required to be approved by the City Council and will require approximately an additional 3-4 weeks to process.

### State Tax Policies and Regulations

#### Proposition 13

Proposition 13, a state initiative which limits increases in property taxes except when there is a transfer of ownership, may have increased the cost of housing. The initiative forced local governments to pass the costs of providing infrastructure, facility, and services directly to new development, resulting in a probable increase in housing price.

### Federal and State Environmental Protection Regulations

Federal and state regulations require environmental review of proposed discretionary projects (e.g., subdivision maps, use permits, etc.). Costs resulting from the environmental review process are also added to the cost of housing and are passed on to the consumer. These costs include fees charged by local government and private consultants needed to complete the environmental analysis, and from delays caused by the mandated public review periods. However, the presence of these regulations help preserve the environment and ensure environmental safety to Lake Forest residents.

## 3.5.3 Environmental Hazards/Constraints

Lake Forest is subject to the following environmental hazards and infrastructure constraints. The geology and soils of the area present constraints upon development due to the presence of potentially active fault zones in the region, which present related slope stability issues.

### Seismic Hazards

The City is likely to experience ground shaking associated with the active and potentially active seismic faults in the surrounding area. Earthquakes create two types of hazards: primary and secondary. Primary seismic hazards include ground shaking, ground displacement and subsidence and uplift from earth movement. These events can, in turn, produce the following secondary hazards: ground/slope failure, liquefaction, seiching and dam failure. The risk of damage due to ground rupture during an earthquake is minimal because of the absence of active faults in the City.

### Slope Stability - Landslides and Subsidence

The western portion of the Planning Area is relatively flat and urbanized while the northeastern portion contains steep slopes and is primarily in a natural state. Therefore, stability of natural slopes in the northeastern portion of the City is a concern. Slope failure from ground shaking could occur on some of the hillsides in the Planning area.

### Flooding

Four surface water streams traverse the area and have the potential for flooding. A flood control system has been constructed to direct runoff away from developed areas and prevent flooding. There is currently an inundation map to guide development in areas that would be affected by dam failure.

### Infrastructure

Another factor adding to the cost of new construction is the cost of providing adequate infrastructure: major and local streets; curbs, gutters, and sidewalks; water and sewer lines; and street lighting; which is required to be built or installed in new development. In most cases these improvements are dedicated to the City, which is then responsible for their maintenance. The cost of these facilities is eventually passed on to the homebuyer or property owner in the form of higher prices for new homes. An extensive infrastructure system is already in place within the Lake Forest City limits. Water and sewer lines are relatively new and in good condition, and can accommodate additional development proposed under the General Plan. No major infrastructure deficiency exists in the City.

## 3.6 Housing Opportunities

### 3.6.1 Availability of Sites for Housing

This section evaluates the potential additional residential development which could occur in Lake Forest under current General Plan and zoning. The adequacy of this residential sites inventory will be compared to the Regional Housing Needs Allocation (RHNA) for Lake Forest as determined by SCAG.

#### *Vacant Sites*

The Lake Forest General Plan identifies only three remaining vacant sites for new residential development within the City limits, totaling 24 acres. The following summarizes the development potential on these sites, and is quantified in Table 24.

**Table 24**
**Lake Forest Residential Site Inventory**

| Residential Designations | Gross Acres in City | | Remaining Vacant Sites in City | |
|---|---|---|---|---|
| | Acres | Units | Acres | Units |
| Very Low Density (0-2 du/ac) | 0.0 | 0 | 0.0 | 0 |
| Low Density (2-7 du/ac) | 2,148.5 | 11,096 | 6.0 | 30 |
| Low-Medium Density (7-15 du/ac) | 834.7 | 6,820 | 0.0 | 0 |
| Medium Density (15-25 du/ac) | 142.3 | 2,504 | 18.0 | 353 |
| High Density (25-43 du/ac) | 19.2 | 614 | 0.0 | 0 |
| TOTAL | 3,144.7 | 21,034 | 24.0 | 383 |

Site #1 encompasses approximately 6 acres and is designated for Medium Density residential development, permitting densities up to 25 units/net acre. A total of 109 units can be accommodated on Site #1.

Site #2 is the Saddleback Ranch Apartment site (23151 Los Alisos Boulevard), which is designated for Medium Density Residential uses under the General Plan. Currently, 305 multi-family units are located on the site and 6.7 acres of the site is designated as Regional Park/Open Space. An estimated 12 net acres of this site is vacant and available for housing. Assuming an average density of 20 units/acre, this vacant acreage could support approximately 244 multi-family units. The actual number of units on this property may well exceed this based on the 25 units/acre permitted.

Site #3 is a 6-acre vacant site designated for Low Density Residential development, allowing up to 7 units/acre. An estimated 30 single-family dwelling units can be accommodated on this site.

MCAS El Toro has served as a significant constraint to residential development in a large portion of the City. While the Air Station closed in mid-1999, it is premature to determine whether a commercial airport or non-aviation land use will replace MCAS El Toro, and whether residential would be an appropriate land use in the area.

The City's Sphere of Influence also contains large acreage of land suitable for residential development. The City will pursue annexation of the Sphere of Influence to provide additional housing opportunities for existing and future residents. An estimated 6,100 housing units can be accommodated on the residentially zoned properties within the City's Sphere of Influence.

As indicated, Lake Forest currently has only three remaining vacant residential properties with a development potential of 383 net new units. Residential densities for these sites range from low to medium density residential. Lake Forest has a 1998-2005 Regional Housing Needs Allocation (RHNA) of 183 units. Forty-two single-family homes were constructed in 1999, leaving a remaining RHNA of 141 units. Lake Forest has sufficient zoned residential land to address the RHNA.

#### *Second Units*

Intensification of development in existing residential areas can also occur through the addition of "second units" on single-family lots. Second units, or "granny flats" as they are commonly known, are dwelling units constructed on the same parcel on which the primary single-family unit is located. Second units provide a cost effective means of serving additional development through the use of existing infrastructure, and provide affordable housing for lower income households.

The City has adopted the Orange County Zoning Ordinance which includes provisions for second units. The City plans to adopt its own ordinance in 2001 which will reflect the state requirements to facilitate and regulate the development of second units. Second units are permitted on any residentially zoned lot which contains a single-family dwelling.

### 3.6.2 Availability of Public Services and Facilities

As a highly urbanized community, public services and facilities are available to facilitate development throughout the City. Almost all of the land designated for residential use are served by sewer lines, water lines, streets, storm drains, telephone, electrical and gas lines.

### 3.6.3 Residential Development Potential Compared with Regional Housing Needs

As shown in Table 25, the RHNA (November 1999) prepared by SCAG has identified a future housing need for Lake Forest of 183 units to be developed during the 1998-2005 period. Housing

developed as of January 1998 can be credited towards the RHNA for the 1998 - 2005 period. This includes 42 new single-family homes constructed in 1999. Based on the sales prices, these units are affordable to upper income households only. Thus, these 42 units are subtracted from the identified upper income need of 76 units, resulting in a final requirement of 34 housing units for upper income households in Lake Forest. The residential analysis for vacant sites provides an estimated development potential of 383. This would indicate that Lake Forest has adequate sites to accommodate the overall regional housing growth need.

The State Department of Housing and Community Development (HCD) uses the following development density and affordability guidelines:

- Very Low Income - 25 units per acre
- Low Income - 18 units per acre
- Moderate Income - 8 units per acre

Given that housing units affordable to lower income households should also be affordable to moderate income households, the excess lower income housing development potential is more than adequate to compensate for the shortage of moderate income housing sites. The 73 units required for very-low income households can also be accommodated under the 353 potential units for lower income households. These units are in areas designated for medium density which allows for 15 to 25 dwelling units per acre. This density is within the HCD development density and affordability guidelines for very low income households (25 units per acre) as described above. Therefore, the City's residential site inventory is adequate to accommodate the City's share of regional housing needs for the different income groups.

**Table 25**
**Summary of Residential Sites Compared to Regional Housing Needs**

| Income | Share of Regional Housing Needs (RHNA) | Development Potential on Vacant Sites | Units Built Since 1/98 | Remaining Housing Need[1] |
|---|---|---|---|---|
| Very Low Income (25 units/acre) | 73 | | 0 | 73 |
| Low Income (18 units/acre) | 7 | 353 | 0 | 7 |
| Moderate Income (8 units/acre) | 27 | | 0 | 27 |
| Upper Income | 76 | 30 | 42 | 34 |
| Total | 183 | 383 | 42 | 141 |

Source: Share of Regional Housing Needs, SCAG, November 1999.

1. Since January 1998 there were 42 single family homes constructed, which can be subtracted from initial requirement of 76 units for upper income households.

## 3.7 Fair Housing

The City of Lake Forest contracts with the Fair Housing Council of Orange County in order to establish, maintain, and further fair housing choices. The City is committed to achieving equal housing opportunities through the administration of local, state, and federal programs. The Fair Housing Council provides a wide range of fair housing services to community residents. These services include:

- Serving as a fair housing resource for the area, including implementation of an affirmative fair housing marketing plan, testing and complaint verification;
- Responding to all citizen complaints regarding violation of fair housing laws;
- Providing tenant-landlord counseling to all inquiring citizens;
- Promoting community awareness of tenant landlord rights and responsibilities;
- Monitoring housing legislation and reporting to the City;
- Reporting monthly on complaint processing; and
- Maintaining a free rental listing service of affordable housing within the City of Lake Forest.

As part of this Consolidated Plan update, the City has also conducted an Analysis of Impediments to Fair Housing Choice to assess the barriers that exist in both the public and private sectors for providing equal housing opportunities.

## 3.8 Community Development Needs

The following section of the needs assessment describes the City's CDBG eligible non-housing community development needs, including: economic development; infrastructure improvements; community facilities; and community services. Specific services and facilities related to seniors and youth are addressed as separate categories.

The discussion of needs is based on input from a 1995 *Community Development Needs Survey*, as well as input received from a recent consultation workshop conducted by the City for local community service and housing providers. Participants of the consultation workshop indicated that the greatest community need was for transitional housing and supportive services, and childcare services. The primary concern among all service providers was the need for affordable housing. With rent increases in the range of 15 to 17 percent, lower income households are faced with spending far greater than 30 percent of their income on rental costs in Lake Forest.

### 3.8.1 Economic Development

During the late 1980s and early 1990s, California suffered an economic recession that was slow in recovery. Natural disasters, defense budget cuts, military base closures, and loss of aerospace and other high-wage industries to other states such as Arizona and Nevada, all contributed to a stagnant economic climate and growing unemployment in California. Only in recent years has the State economy begun to recover. As of July 1999, the unemployment rate for the County was 3.1 percent as reported by the State Employment Development Department (EDD). In July of 1993, the State EDD measured the County's unemployment rate at 7.4 percent.

Overall, Lake Forest had a smaller proportion of lower income households and households living below the poverty level. The 1990 Census indicated an estimated 3 percent of the City's population living in poverty, well below the County's 9 percent in poverty. Factors contributing to this "below poverty" population include local disinvestment, inadequate jobs skills training, the presence of seniors on fixed incomes, and shortage of affordable childcare which prevents single-parents from joining the workforce.

Respondents of the 1995 Survey ranked the need for different economic development activities as follows:

| Economic Development Needs | Average Response |
|---|---|
| Job Creation | 3.01 |
| Business Support Services | 2.79 |
| Employment Training | 2.77 |
| Commercial Rehabilitation | 2.67 |
| Neighborhood-Based Small Business Uses | 2.36 |

Comments from service providers at the 1999 workshop and survey indicated that job creation/training and financial assistance to small businesses, such as micro-enterprise loans, are needed in the community.

### *Private Programs*

#### Chamber of Commerce

The South Orange County Chamber of Commerce represents and promotes businesses in the area, including members in Lake Forest. The Chamber provides information and referrals for businesses which are relocating to south Orange County and Lake Forest and represents the interests of member businesses. Every spring, the Chamber conducts Business Fairs, for which business parks provide parking lots and streets. The Chamber is developing business retention strategies as well.

#### Elwyn, Inc.

California Elwyn, located in Fountain Valley, provides rehabilitation, vocational training, and care to people who are challenged by physical and mental disabilities and who desire greater independence by realizing their economic, social, and employment potential. Elwyn offers services in job development, job matching, work site support services (job coaching), destination training, job modification, counseling, and support.

#### South Coast Metro Alliance

The South Coast Metro Alliance is an association which unites retailers, hoteliers, commercial and residential developers, and business leaders in a cooperative marketing program aimed at Southern California residential and business travelers, prospective tenants, consumers, commercial real estate brokers and agents, and tourists. The marketing program includes components which promote interaction with public and private organizations within the community in order to continually improve the business climate and stimulate economic growth.

#### Veteran's Charities of Orange County

This organization provides case management services and assistance with resume creation and employment search activities.

#### Southern California Edison (SCE)

SCE offers a Business Retention Program to companies in southern California. Program services include site selection assistance, shared resources, environmental consulting, energy efficiency services, and financial incentives.

#### South County Senior Services

South County Senior Services provides counseling, employment, referrals, food and supply distribution, job training, and housing to senior, disabled, and very low income persons in Lake Forest.

### Educational Institutions

Through its Job Placement Center, Saddleback Community College (SCC) helps students with career planning and job placement. The Center teaches a class on career planning and also maintains a list of part-time jobs available in the area. The Vocational Department at the college operates a certificate program. Under this program, businesses can have the college establish a certificate program which will train students for a particular job. Businesses must commit to hiring persons going through the program. The UC Small Business Administration assists small companies with training, financing, and advocacy.

## *Public/Private Partnerships*

### The Orange County Private Industry Council (OCPIC)

OCPIC seeks to bring private sector resources and expertise to assist individuals in achieving economic self-sufficiency and to meet the employment needs of local communities. OCPIC consists of business, industry, labor and community leaders working together to provide training and employment to eligible Orange County residents who are unemployed or underemployed. The federal Job Training Partnership Act (JTPA) of 1982 funds OCPIC training programs and employment services.

## *City Programs*

### Lake Forest Strategic Plan for Economic Development

The City has recently hired an Economic Development Manager and is in the process of developing a long-range economic development plan in order to promote business retention, expansion and attraction. Programs being considered include an action plan to promote the successful integration of home-based businesses into the residential and business communities of Lake Forest. In addition, a targeted marketing and sales campaign is being addressed to attract businesses that enhances employment opportunities for the City.

### Redevelopment Agency

The Lake Forest Redevelopment Agency focuses on revitalization as well as job creation and retention. Authority over the El Toro Redevelopment Project Area was recently transferred from the Orange County Redevelopment Agency to the Lake Forest Redevelopment Agency. The City has initiated work on a Specific Plan for El Toro Road which will include new commercial and business uses. The Agency also initiated activities to revitalize the El Toro and Rockfield Commercial District, improving one of the City's main thoroughfares and gateways.

### Micro Loan Program

The City is in the process of developing a micro-loan program to be funded through CDBG. This program will utilize a revolving loan fund to provide assistance to businesses which create or retain jobs for low and moderate income individuals. Approximately $157,000 in FY 2000/01 CDBG funds will be allocated to this program.

## County Programs

### Orange County Small Business Development Center

The Center provides referrals, information/publications, training, business consulting, financial consulting, and technical assistance to small and medium sized businesses. The Center seeks to help businesses function more efficiently, enhance profitability, and contribute to the vitality of the County's business community. Services are provided at no charge.

## State Programs

### California Trade and Commerce Agency - Team California

The California Trade and Commerce Agency is the Governor's business development agency and implementing agency for "Team California," a business retention and attraction program. The Agency offers support in the areas of small business development centers, permit assistance, business development, and environmental assistance.

### State of California Employment Development Department (EDD)

EDD offers recruitment assistance and employment services to employers, an automated job match system, assistance with seasonal hirings and grand openings. In addition, EDD will attend employer orientation sessions to review and process applications that meet Job Tax Credit program criteria and will interview and pre-screen applicants.

## Federal Programs

### JTPA Programs

The Job Training Partnership Act (JTPA) of 1982 set aside federal funds to train unemployed and underemployed Americans. There are six JTPA Employment and Training offices offering free employment training and retraining services in Orange County. At the centers, case managers screen for eligibility, assess to determine appropriate services, and make referrals to training and education providers, as well as assist with job search and supportive services. JTPA funds a variety of programs. Eligibility varies for each program, and which include the Older Workers Program, Dislocated Worker Program, On-The-Job Training, Summer Youth Employment Training Program, Youth Employment Program, and various Vocational programs. On July, 1 2000 JTPA legislation will be replaced by the Workforce Investment Act in order to consolidate the administration of job training and employment services. Future funding is required to be at least 90 percent of current levels although actual funding amounts are based on economic conditions in the area.

### 3.8.2 Infrastructure Improvements

The 1995 Survey respondents rated the relative importance of infrastructure improvements as follows:

| Infrastructure Needs | Average Response |
|---|---|
| Street Improvements | 2.91 |
| Flood Prevention and/or Drainage Improvements | 2.66 |
| Garbage/Trash Removal | 2.62 |
| Water System improvements | 2.47 |
| Sewer Improvements | 2.39 |

While infrastructure improvements are CDBG-eligible activities, expenditure of CDBG funds on such improvements can only take place in income-eligible areas. The CDBG program defines income eligibility in Lake Forest as any block group or census tract with 26.7 percent or more of its population earning incomes less than or equal to 80 percent of the Area Median Family Income.

The City has a five-year Capital Improvement Plan (CIP) and seven-year Strategic Plan in which improvements have been identified. Over the next five years, CDBG funds have been identified as a funding source for infrastructure improvements. The City recently completed the Rockfield underground utility improvement project with CDBG funds.

#### *Street Improvements*

The 1995 Survey respondents ranked street improvements as a higher priority than any other infrastructure need. However, respondents ranked street improvements and infrastructure needs in general lower than many of the other needs categories. The City's Public Works Department is responsible for maintenance of the local street system, including all sidewalks, curbs and gutters, and the local in-street storm drain facilities. The Department is also responsible for street construction not otherwise completed by developers or through improvement districts.

#### *Flood Prevention/Drainage Improvements*

Survey respondents ranked flood prevention and/or drainage improvements as the second most important infrastructure need.

Orange County Flood Control District (OCFCD) oversees regional flood control in the County. The City of Lake Forest maintains facilities in the City, while OCFCD owns and maintains a number of flood control facilities in the Sphere of Influence and surrounding area.

### Garbage/Trash Removal

Waste Management of Orange County, Inc. provides trash collection services to the City and delivers waste outside of the Lake Forest to Orange County landfills. Sunset Property Services provides street sweeping services one time per month. Under normal working conditions, the sweeping day is the first working day following trash-pickup on a particular street.

The City has in the past used CDBG funds to sponsor neighborhood clean up days to improve neighborhood conditions. This includes general neighborhood clean-up of yards, garages, trash pick-up, painting and landscape planting.

### Sewer System Improvements

The 1995 Survey respondents rated sewer improvements as the least important of the five infrastructure needs.

The Los Alisos Water District and El Toro Water District provide wastewater treatment and reclaimed water to the City of Lake Forest. Los Alisos Water District, which serves the majority of the City (including Low/Moderate Income Census Tract 524.1) indicates that there are no deficiencies in the sewer infrastructure in its Lake Forest service area and that the District has no plans for future improvements in the low and moderate income area.

El Toro Water District, which provides water and sewer services to the eastern edge and the southeast corner of the City (including Census Tract 320.14) indicates that there are no known deficiencies in sewer services. The District has no current plans for sewer improvements. In the event of redevelopment or any deficiencies, the District would prepare plans for improvements.

Irvine Ranch Water District, and Trabuco Canyon Water District treat wastewater and supply potable water to the Lake Forest Sphere of Influence.

### Water System Improvements

Los Alisos Water District and El Toro Water District provide water to the City of Lake Forest. The Los Alisos Water District indicates there is no deficiency in the water system and that it has no plan for water system improvements at this time. There is no known deficiency in the water system provided by El Toro Water District.

Overall, the District's facilities are reliable and there are no serious deficiencies in the system. As redevelopment occurs, specific deficiencies may be identified that will require replacement of existing facilities and/or installation of new facilities. However, the general priority for use of CDBG funds for water system improvements is low; other funding sources are typically used to provide for water system improvements.

### 3.8.3 Community Facilities

The 1995 Survey respondents ranked the need for community facilities as follows:

| Community Facility Needs | Average Response |
|---|---|
| Youth Centers | 3.21 |
| Parks and Recreational Facilities | 2.84 |
| Child Care Centers: Preschool, Daycare | 2.70 |
| Senior Citizens Centers | 2.65 |
| Centers for the Disabled | 2.52 |
| Health Care Facilities | 2.15 |
| Parking Facilities | 2.02 |
| Other Neighborhood/Community Facilities | 2.01 |

#### *Youth Centers*

Survey respondents rated youth centers as the highest community facilities needs and as the highest community development need overall. While all of the City's recreation centers provide recreation and athletic activities for people of all ages, including children and youth, there is no designated youth center in the City.

#### *Parks and Recreation Facilities*

The City of Lake Forest Recreation Division of the Management Services Department 17 park sites covering approximately 120 acres. Table 26 shows existing parks and recreation facilities. Three community parks within the City offer destination-oriented recreation opportunities: El Toro II Community Park; Serrano Creek Equestrian Center; and Lake Forest Golf Course. El Toro II Community Park, which is adjacent to the CDBG low and moderate income target area, is dedicated to organized field sport activities. The remaining City parks are smaller neighborhood-oriented parks providing informal recreation opportunities to residents. These parks comprise approximately 85 percent of total City parkland. Extensive County and State parks are located in close proximity to the City of Lake Forest.

The Saddleback Valley Unified School District Recreation Department presents a variety of quality programs and services to meet leisure and recreation needs of Lake Forest and Mission Viejo.

The County of Orange owns and maintains many regional recreational parks. Local County parks include Limestone/Whiting Wilderness Park, Heritage Hill Historical Park and O'Neill Regional Park. Cleveland National Forest, located to the east of the City, offers additional recreational opportunities.

In addition, there are recreation trails available to residents. The City's trail system includes pedestrian and bike trails within open space corridors and along regional trails. The County of Orange also maintains a coordinated system of trails in the City area. They include bikeways, hiking trails, and equestrian trails.

### *Centers for the Disabled*

While there is no dedicated center for the disabled in the City of Lake Forest, there are various programs which serve disabled residents, as described in the Community Service Needs section. In addition, the Dayle McIntosh Center for the Disabled is located in nearby Laguna Niguel.

**Table 26**
**Existing City Parks and Recreational Facilities**

| Name | Location | Acres | Facilities |
|---|---|---|---|
| Cavanaugh Mini Park | 23782 Cavanaugh Rd. | 0.2 | Play apparatus and ½ court basketball |
| Cherry Park | 22651 Cherry Ave. | 4.5 | Play apparatus, ½ court basketball, open play area, picnic shelter, individual & group picnic tables and barbecue grills |
| Darrin Park | 22461 Cherry Ave. | 3.1 | Play apparatus, ½ court basketball, open play area, individual picnic tables and barbecue grills |
| El Toro Park I | 23701 Los Alisos Blvd. | 10 | Volleyball courts, handball courts (outdoor), and lighted tennis courts |
| El Toro Park II | 25420 Jeronimo Rd. | 12.4 | Lighted Little League fields, lighted soccer fields and restrooms |
| Heritage Hill Historical Park (County Facility) | | | Open space, historic buildings, educational programs, picnic tables, restrooms and maintenance structure |
| Lake Forest Park | 24000 Serrano Rd. | 2.3 | Picnic tables, hiking trail and passive open space |
| Mountain View Park | 4061 Dylan St. | 5.3 | Softball field, ½ court basketball, play apparatus, volleyball courts, handball courts, lighted tennis courts, open play area, picnic table and barbecue |
| Montbury Park | 21962 Montbury Dr. | 3.5 | Passive open space |
| Normandale Park[1] | Regency Lane | 10.0 | |
| Pebble Creek Park | 26441 Pebble Creek Rd. | 1.9 | Play apparatus and passive open space |
| Pittsford Park | 21701 Pittsford Dr. | 10 | Play apparatus, picnic tables picnic shelter and tennis courts |
| Rancho Serrano Park | 20842 Pasco Sombra | 5.1 | Picnic tables and passive open space |

[1] General Plan Amendment 97-01, dated December 22, 1997.

Table 26
Existing City Parks and Recreational Facilities
(Continued)

| Name | Location | Acres | Facilities |
|---|---|---|---|
| Ranchwood Park | 22500 Killy St. | 1.9 | ½ court basketball, play apparatus, volleyball court, and open space |
| Regency Park | Regency Lane /Osterman Rd. | 8.5 | Turfed play area; City holding bond for future improvements |
| Rimgate Park | 29772 Rimgate | 5 | ½ court basketball courts, play apparatus, grass volleyball court, tennis court, picnic tables, picnic shelter and passive open space |
| Serrano Creek Park | 25101 Serrano Rd. | 44 | Equestrian center, play apparatus and picnic tables |
| Sundowner Park | 22041 Sundowner Lane | 0.8 | Play apparatus, picnic tables and passive open space |
| Village Pond Park | 23102 Ridge Route Dr. | 4.7 | Play apparatus, picnic tables, pond and passive open space |
| Vintage Park | 21000 Vintage St. | 4.8 | Basketball courts, play apparatus, parcourse, open play area, picnic tables and barbecues |
| Whispering Hills | Lake Forest | 6.4 | |
| TOTAL ACRES | | 144.4 | |

Source: RJM Design Group Inc., Lake Forest General Plan. Updated 1999.

### *Health Care Facilities*

The South County Community Clinic Mobile Medical Van serves the Lake Forest area community with well child care, immunizations, pap smears, routine adult physicals, TB testing, and health education. The clinic accepts Medi-Cal and Medical Services for the Indigent and has a sliding scale fee schedule.

### *Parking Facilities*

The Lake Forest General Plan and the General Plan Environmental Impact Report cite City policies with regard to parking. The City will seek to reduce on-street parking to allow for greater traffic flow and will require sufficient off-street parking for all development in order to ensure adequate parking supply and minimize aesthetic impacts to the community.

### *Other Community Facilities*

According to the Lake Forest General Plan, the community desires a centralized community center. The General Plan states that the City intends to build a community center in coordination with a large park and sports facility. The City will pursue a study to identify and evaluate possible sites for a community center within the City.

### *Accessibility of Community Facilities*

Persons who are physically disabled, including blindness, and persons who suffer from brain impairments due to diseases or resulting from birth defects, often face accessibility issues.

The Americans with Disabilities Act (ADA), which went into effect July 1991, provides comprehensive civil rights protection to persons with disabilities in the areas of public accommodation, employment, state and local government services, and telecommunications. The design, implementation, and maintenance of all park facilities must comply with ADA; persons of all abilities must have the opportunity to participate in recreation activities. The City's Recreation and Resources Element of the General Plan outlines City plans for ADA compliance.

Respondents to the Community Development Needs Survey ranked accessibility needs in the following order:

| Accessibility Needs | Average Response |
|---|---|
| Park and Recreational Facilities | 2.77 |
| Public Buildings | 2.72 |
| Health Facilities | 2.62 |

Making improvements in public facilities in compliance with ADA, as well as providing pedestrian ramps along City streets and sidewalks are eligible CDBG activities. However, all improvements to meet ADA compliance have been completed, therefore, no improvements are requested over the next five years.

### 3.8.4 Community Services

The 1995 Survey asked respondents to rate the need for a variety of community services. The results are presented below:

| Community Service Needs | Average Response |
|---|---|
| Crime Awareness | 3.32 |
| Youth Services | 3.27 |
| Senior Services | 2.89 |
| Child Care Services | 2.80 |
| Transportation Services | 2.78 |
| Handicapped Services | 2.63 |
| Substance Abuse Services | 2.61 |
| Health Services | 2.40 |
| Tenant/Landlord Counseling | 2.21 |
| Fair Housing Services | 2.15 |

#### *Anti-Crime Programs*

The Relocation Crime Lab Index provides crime rates for a city relative to the national average of all the cities in its database. A value of 100 indicates an exact average, while a value of 200 indicates that a city has twice the crime rate of the average city. Lake Forest has an index of 20, indicating that it has only one-fifth the crime rate of the average city and is a very safe community. A variety of crime prevention/awareness programs are being operated in Lake Forest to maintain the City as one of the safest community in the County.

| Crime Category | Annual Crimes Per 100,000 People |
|---|---|
| Robberies | 50 |
| Rapes | 7 |
| Homicides | 0 |
| Aggravated Assaults | 161 |
| Motor Vehicle Thefts | 184 |
| Crime Lab Index | 20 |

Source: website at www2.homefair.com/calc/crime_res

The City contracts with the Orange County Sheriff's Department to provide law enforcement services. The South Orange County Sheriff's Substation in Laguna Niguel serves Lake Forest. The City expanded police services by adding a bicycle patrol unit which patrols shopping centers, bicycle trails, City parks, railroad property and other areas where services are needed. A community

policing center is located in the CDBG target area, and the City plans to locate a second center in the annexation area.

#### Gang Awareness

Saddleback Valley Unified School District (SVUSD) and the Sheriff's Department of Orange County work cooperatively to implement gang awareness and gang prevention programs. Gang prevention includes the following programs: Project YES!; Peer Assistance Leadership (PAL) classes; Quest Skills for Growing; and Quest Skills for Adolescence. These programs are described under Youth Programs.

#### Neighborhood Watch Program

Over 40 Neighborhood Watch Groups are active in Lake Forest. They are on alert for and report crime or suspicious activity in their neighborhoods.

#### Business Watch Program

The Business Watch Program, modeled after Neighborhood Watch, is a crime-deterring program which encourages business owners and employees to be on alert for themselves and for their fellow businesses.

#### We Tip Program

The City participates in the We Tip program through a contract with the Orange County Sheriff's Department. As part of the program, the City purchases signs, stickers, and brochures for use in educating residents on crime fighting. We Tip provides 24-hour telephone service to take anonymous information on major crimes. We Tip pays rewards of up to $1,000 and shares information with local, state, and federal agencies.

#### Zero Tolerance

Saddleback Valley Unified School District (SVUSD) has joined the Orange County Chiefs' and Sheriff's Association and the South Orange County Chambers of Commerce in taking a Zero Tolerance stand for safe schools. The Zero Tolerance stand states that a student possessing weapons or illegal substances will be expelled from school with no exceptions.

### *Youth Services*

Youth services were ranked the second highest community service priority and the second highest priority overall in the 1995 Survey.

#### Afterschool Activity Club Playgrounds

The City of Lake Forest Recreation Division sponsors the Afterschool Activity Club Playgrounds, a free drop-in recreation program for elementary school children grades K through 6. Recreation staff conduct a variety of age appropriate activities, based on weekly themes. Programs are offered at Gates Elementary and Olivewood Elementary Schools, both of which are in the CDBG low and

moderate income target areas. All activities are conducted outside and are subject to cancellation in the event of poor weather conditions.

### Community Services Programs, Inc.

Community Services Program provides emergency shelter and crisis intervention to runaway and potentially homeless youth and their families. The Shelter in Laguna Beach serves youths from Lake Forest.

### Gang Prevention and Suppression Services

In December, 1993, Lake Forest City Council approved an agreement with the County of Orange and the City of Mission Viejo to fund the cost of one Deputy Probation Officer to provide Gang Prevention and Suppression Services. The City of Lake Forest contributes 25 percent of the cost of the officer. The Program seeks to encourage the coordination of the City, law enforcement, schools, and probation officers. Programs for youth include prevention programs, counseling, job referrals, and probation supervision.

### Project YES!

The Orange County Department of Education implements the Project YES! Anti-gang curriculum at El Toro High School and at Serrano Intermediate School.

### Peer Assistance Leadership (PAL) Classes

The Orange County Health Care Agency and the Orange County Department of Education sponsor PAL classes which specialize in peer assistance which addresses risk behaviors.

### Quest Skills for Growing

Quest International and Lions Club International conduct Quest Programs at the elementary schools in Lake Forest. Quest focuses on important life skills and citizenship in addition to drug prevention, and other issues.

### Quest Skills for Adolescence

Quest Skills for Adolescence offers a program at Serrano Intermediate School on the harms of drugs, training in refusal skills against negative peer pressure, and an emphasis on values such as service to other, respect for family, and honesty.

### Toughlove

Toughlove is a non-profit support group for families troubled by unacceptable teenage behavior which offers free weekly meetings. Toughlove offers meetings for parents where they receive peer support and learn strategies, skills, and attitudes to work with their children. Meetings for teenagers, conducted by professionals, help youth to gain insight into their attitudes and teach behavior control skills.

## *Senior Services*

In general, service needs of the elderly include: adult day care, basic needs and resources, crime/victim and legal services, education services, employment and training, emergency services, financial aid and benefits, health information and services (inpatient and outpatient), housing services, in-home services, mental health services, protective and placement services, and transportation services. The elderly in the City of Lake Forest have access to programs which operate either in the City or in neighboring jurisdictions, including South County Senior Services and Senior Shared Housing Program. The service and housing providers indicated that there is a lack of transportation for seniors. OCTA operates the ACCESS program, a door-to-door transport program; however, the program requires making appointments one week in advance.

### Orange County Council on Aging

Supportive services for the elderly are provided, in part, by the Orange Council on Aging. A non-profit referral agency, the Council works to provide the means to independence and well-being for the elderly, to prevent unnecessary institutionalization, to reduce isolation and loneliness, and to ensure quality of life in long-term care facilities. The Council provides services that include housing assistance, health care needs and senior programs.

### Adult Day Care

As previously described under Handicapped Services, adult day care centers provide care for older adults who are physically disabled and who suffer from brain impairments, as well as frail elderly persons who are able to live in their own homes or with family. The centers provide social, intellectual, and physical activity for the client as well as providing respite for the client's caregiver. Adult day care centers help keep clients from having to move into nursing homes and provide an important resource for family members. There are two adult day care centers in the vicinity of Lake Forest: Laguna Hills Adult Day Health Care and Saddleback Valley YMCA Adult Day Care Center in Mission Viejo.

### Lutheran Social Services, Christian Neighbors Program

Lutheran Social Services of Southern California enables elderly residents to remain in their homes as long as possible through the Christian Neighbors Program. The Program provides transportation and escort support, limited respite care, minor home repair and maintenance, counseling, and friendly visiting to the frail elderly and other disabled person in Lake Forest.

### Meals on Wheels

Meals on Wheels provides hot and cold meals for elderly persons who are unable to make or to afford nutritious meals. The provision of Meals on Wheels allows older residents to live independently instead of entering a board and care home. The Laguna Hills Senior Center and the Norman P. Murray Senior Center in Mission Viejo provide Meals on Wheels services to older residents in Lake Forest.

## Child Care

Respondents ranked childcare services as the fourth most important community service need and as the ninth priority community development need overall. Child care services and centers were rated as a high priority need level by almost all of the participants at the consultation workshop.

Affordability of child care services is particularly a concern for lower income households. Overall, the cost of infant care is substantially higher than the costs for other age groups. Often, a low income household would need to spend over 30 percent of their income on child care if they have an infant. A few agencies in the County provide affordable child care for lower income residents. However, the number of subsidized child care slots is typically significantly below the need.

### Creative Playtime

Creative Playtime is designed to provide the environment, guidance, experience, and materials which will give a feeling of belonging, pleasure, and a sense of accomplishment to children ages three to five years. In Lake Forest, the Program is located at Aliso Elementary School. Children attend either two or three days for half days.

### The Learning Connection (SVUSD)

TLC offers children in kindergarten through sixth grade a structured program to develop social, mental, and physical abilities. TLC centers are located at each elementary school campus in Lake Forest. The centers provide childcare from 7:00 A.M. to 6:00 P.M. daily on school days.

### The Learning Express Preschool

The Learning Express Preschool provides quality day care with directed activities through an age-appropriate readiness program. Children must be toilet trained and three years of age upon registration. The preschool is located at Cordillera Elementary School.

## Transportation Services

Public transit in Lake Forest is provided by the Orange County Transit Authority (OCTA).

While the survey identified transportation services as a medium priority service need, low-cost transportation services for the elderly and disabled are needed. Other social service organizations who provide transportation to the frail elderly, disabled and needy families include Lutheran Social Services (Christian Neighbors Program) and Saddleback Community Outreach.

## Handicapped Services

Adult Day Care centers provide care for older adults who are physically disabled and who suffer from brain impairments. The Centers provide social, intellectual, and physical activity for the client as well as providing respite for the client's caregiver. There are two Adult Day Care Centers in the

Vicinity of Lake Forest: Laguna Hills Adult Day Health Care, and Saddleback Valley YMCA Adult Day Care Center in Mission Viejo. The Dayle McIntosh Center in Laguna Niguel also provides services for the disabled.

South County Senior Services provides counseling, employment, referrals, food and supply distribution, job training, and housing to disabled persons in Lake Forest. Lutheran Social Services of Southern California provides the Christian Neighbors Program, which enables disabled residents to remain in their homes. The program provides transportation and escort support, limited respite care, minor home repair and maintenance, counseling, and friendly visits to the frail elderly as well.

### Substance Abuse Services

The National Council on Alcoholism and Drug Dependence of Orange County (NCADD) provides referrals to programs offering substance abuse services. In addition, NCADD conducts programs for persons convicted of Driving Under the Influence (DUI) of alcohol or drugs. In addition, the Orange County Health Care Agency supports a Substance Abuse counselor who works with the students at El Toro High School. In addition, Toughlove International offers materials and programs to families and teenagers concerning cocaine use. 1999 surveys from local service providers indicated a high need for substance abuse services, particularly as a means to prevent homelessness.

### Health Services

Saddleback Community Outreach, located in Laguna Hills, provides medical prescriptions to needy families in Lake Forest. The South County Community Clinic Mobile Medical serves the Lake Forest area community with well child care, immunizations, pap smears, routine adult physicals, TB testing, and health education. The clinic accepts Medi-Cal and Medical Services for the Indigent, and has a sliding scale fee schedule.

The Dayle McIntosh Center in Laguna Niguel provides peer counseling, advocacy, housing assistance, information and referral, independent living skills train, and attendant recruitment for the disabled. The City has also allocated funds to Camino Health Center for the provision of health services, including primary health care for indigent persons at the clinic, as well as a mobile medical unit that comes to Lake Forest twice weekly.

### Fair Housing and Tenant/Landlord Counseling

The provision of fair housing services is a mandated activity under the HUD regulations for the CDBG program. The City contracts with the Fair Housing Council of Orange County to provide a variety of fair housing and tenant/landlord services, including:

- Mediation of tenant/landlord disputes;
- Monitoring for and investigation of complaints of discrimination;

- Maintenance of a free listing of available housing;
- Conducting community education and awareness seminars on tenant/landlord rights and responsibilities; and
- Provision of an affirmative fair housing education counseling and mediation program.

An estimated 2,500 residents will be assisted in each of the five Consolidated Plan years.

# APPENDIX E:
# RECREATION AND RESOURCES
# TECHNICAL BACKGROUND REPORT

**LAKE FOREST**

**GENERAL PLAN**

# RECREATION AND RESOURCES ELEMENT

# TECHNICAL BACKGROUND REPORT

# PARK AND RECREATION DEMAND AND TREND.

## DEMOGRAPHIC ASSUMPTIONS AND TRENDS

The demographic data used as a basis for the estimates of demand for park and recreation facilities were obtained from the General Plan Consultant and are largely based on the 1990 census. As shown in the following table, the City of Lake Forest is essentially built-out. The Department of Finance estimate of 1993 population shows an increase of 2.1 percent per year over the 1990 census figure. By the year 2010, the County of Orange projection shows an increase of only another 1.7 percent over the entire 17 year period or an annualized growth rate of a mere 0.1 percent per year. The City's Sphere of Influence is expected to experience significant growth over the next 20 year period. However, this area was not included in the Demand Analysis presented in this report.

Information regarding the distribution of age, household size, and income characteristics of Lake Forest residents was obtained from data prepared by the General Plan Consultant and presented in detail in the General Plan documentation. These factors are most closely correlated with participation in recreation activities. These data were then used as input to the analysis which is described below to determine the demand for Park and Recreation facilities in Lake Forest. The City has a younger age, larger household size and higher income profile than average, all of which are factors associated with an above average demand for park and recreation facilities.

POPULATION ESTIMATES AND PROJECTIONS

| Year/Source | City of Lake Forest | | | Sphere of Influence | | |
|---|---|---|---|---|---|---|
| | Population | Households | Housing Unit | Population | Households | Housing Units |
| 1990 - Census | 54,989 | 19,196 | 20,188 | 2,823 | 982 | 1,025 |
| 1993 - Dept. of Finance | 58,182 | 19,817 | 20,796 | N.A. | N.A. | N.A. |
| 2010-County of Orange* | 59,171 | 21,543 | N.A. | 17,463* | N.A. | 6,350 |

* Sphere of Influence Unit Estimate based on Development Agreements and Zoning. Population estimates use an assumption of 2.75 persons/housing unit.

Source: Data provided by Cotton/Beland/Associates.

## PARK ACREAGE

According to the population research, 58,182 people live within the boundaries of the City of Lake Forest. The City has established a standard of providing 5 acres of parkland for every 1,000 residents in the City. This standard applied to the population figure of 58,182 indicates that 290 acres of parkland are needed in the City.

The following two charts describe park acreage standards for neighboring communities (as a comparison) and a calculation of park acreage needs for the City of Lake Forest for 1993 and 2010 for both a 5 acre/1000 park standard and a 6 acre/1000 park standard. The acreage shown for county regional trails and open space can be a bit misleading in that it is not acreage that is useable for recreation facility development and thus should not be considered for meeting the city's park acreage deficit.

PARKLAND STANDARDS STUDY
LAKE FOREST RECREATION ELEMENT

| Public Agency | Standard | Comments |
|---|---|---|
| National Recreation and Parks Association | 2.5 ac./1000<br>2.5 ac./1000 | Neighborhood Parks<br>Community Parks |
| State Quimby Act | 3 ac./1000 | This is the only State standard and it deals with funds required from developers for parkland development. |
| Irvine | 5 ac./1000 | Standard includes developed parkland--no schools or open space.<br>2 ac./1000 Community Parks<br>3 ac./1000 Neighborhood Parks (allows private parkland @ 1-2 ac/1000 pop minimum of 2500 pop served) |
| Laguna Hills | 6 acres/1000 | Standard includes:<br>"functional" parkland, not sloped areas. Also includes "functional" undeveloped open space at 100% credit, and open space slope areas over 5% at 25% credit.<br>Includes 50% credit for school open space. |
| Mission Viejo | 6 acres/1000 | Standard includes "useable" parkland, no schools or open space. Current developed parks provide 5.25 acres/1000. |
| Orange County | 2.5 ac./1000 | Local park standard, to provide active and passive parkland for neighborhood and communities-does not include regional parks. |

## DEMAND FOR RECREATION FACILITIES

The following table provide information on the demand for recreation facilities in Lake Forest based on 1993 population levels. As projections to the year 2010 anticipate insignificant growth potential, no future demand estimates were prepared. The following paragraphs describe the derivation and meaning of the Demand Analysis shown in the following table.

A. Per Capita Participation Days/Year

The demand for recreation facilities in the City of Lake Forest is based on a methodology developed by the Consultants over the course of numerous similar studies conducted in Southern California communities. A data base defining how often people participate in various recreation activities according to measures of their demographic characteristics such as age, household size and income levels was the basis for developing a profile of how often the residents of Lake Forest can be expected to participate in various types of sports and recreation according to their special socio-demographic attributes. The resulting participation rates are shown in the first column of the following table.

B. Peak Day Demand

The "peak day demand" shown in column two of the table is derived by multiplying the average annual per capita participation days by the total population in the City and making adjustments for location of activities in relation to participants' residence, whether they participate in public or private facilities, seasonality and standard measures of how much of the demand during the peak season can be expected to occur on an average peak day. This figure is shown in the second column.

C. Facilities Demand

The number of turnovers typical of each type of recreation facility on a peak day and the number of participants that the facility can accommodate on a peak day (as shown in columns three and four) are divided into the peak day demand to determine how many facilities are required to meet the demand at any given time during the peak day. The resultant number of facilities needed currently in the City of Lake Forest is shown in the fifth column of the following table.

D. Facility Need Ratio

By dividing the number of facilities needed into the current population in the City, the "facility need ratio" or facility standard for the City is determined. A similar analysis to determine facility standards under the assumption that certain facilities will be lighted is presented in the second table. The number of facilities needed is decreased significantly as lighting allows for more play time per facility (more turnovers per day).

## PARKLAND STANDARDS EVALUATION @ 5 ac/1000

| Year | Population | Park Standard 5 ac/1000 | Existing City Parkland [5] | Surplus or Deficit | Publicly Owned/Privately Operated [1] | Surplus or Deficit | I.O.D. Sites [2] | Surplus or Deficit | School Open Space @ 50% [3] | Surplus or Deficit | County Regional Trails & Open Space [4] | Surplus or Deficit |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1993 | 58,182 | 290 | 144.7 | -145.3 | 59 | -86.3 | 14 ac | -72.3 | 35 ac | -37.3 | 157.7 | +120.4 |
| 2010 | 59,171 | 295 | 144.7 | -150.3 | 59 | -91.3 | 14 ac | -77.3 | 35 ac | -42.3 | 157.7 | +115.4 |

## PARKLAND STANDARDS EVALUATION @ 6 ac/1000

| Year | Population | Park Standard 6 ac/1000 | Existing City Parkland [5] | Surplus or Deficit | Publicly Owned/Privately Operated [1] | Surplus or Deficit | I.O.D. Sites [2] | Surplus or Deficit | School Open Space @ 50% [3] | Surplus or Deficit | County Regional Trails & Open Space [4] | Surplus or Deficit |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1993 | 58,182 | 348 | 144.7 | -203.3 | 59 | -144.3 | 14 ac | -130.3 | 35 ac | -95.3 | 157.7 | +62.4 |
| 2010 | 59,171 | 354 | 144.7 | -209.3 | 59 | -150.3 | 14 ac | -136.3 | 35 ac | -101.3 | 157.7 | +56.4 |

1 Serrano Creek Equestrian Center (13.5 ac) / Lake Forest Golf and Practice Center (45.5 ac)
2 Serrano Park (11 ac) / Peachwood Park (3 ac)
3 Not under City control.
4 Based on information provided by Cotton Beland Associates. Acreage not useable for recreation facility development.
5 Includes 25.2 acres of privately owned open space at Lake Forest I & II Homeowner's Associations

These standards are applied in a subsequent chapter of this report to calculate the need for facilities in Lake Forest against which the existing inventory of these facilities (City-owned facilities, school facilities and private facilities) is compared to identify unmet facility demands in terms of the current population estimates (to identify those facilities for which the current deficits are the greatest).

The Master Plan Design Team has acquired data with respect to overall youth sports participation in selected sports and age distribution of children in youth sports age categories specifically for the City of Lake Forest. These data were used to adjust the demand for specific kinds of sports fields in the event that the methodology employed understated the number off facilities required.

# DEMAND FOR FACILITIES BASED ON PARTICIPATION RATES IN RECREATION ACTIVITES

## City of Lake Forest - Current (1993) Levels

| Activity | Per Capita Participation Days/Year | Peak Day Demand (Participants) | Turnovers Per Day | Design Standard for Facility** | Number of Facilities Demanded (Assume Not Lighted) | Facility Need Ratio - City of Lake Forest |
|---|---|---|---|---|---|---|
| Softball Fields: | | | | | | |
| Organized Youth | 3.1 | 331 | 3x | 18 players/field | 6.1 fields | 1/9,500 pop |
| Organized Adult | 3.1 | 476 | 3x | 20 players/field | 7.9 fields | 1/7,330 pop |
| Practice/Informal | 3.1 | 418 | 3x | 20 players/field | 7.0 fields | 1/8,360 pop |
| Baseball Fields: | | | | | | |
| Organized Youth | 6.0 | 1,014 | 3x | 18 players/field | 18.8 fields | 1/3,100 pop |
| Practice/Informal | 2.9 | 330 | 3x | 9 players/field | 12.2 fields | 1/4,760 pop |
| Football | | | | | | |
| Organized Games | 1.2 | 368 | 5x | 22 players/field | 3.3 fields | 1/17,400 pop |
| Soccer | | | | | | |
| Organized Games | 5.0 | 2,704 | 6x | 22 players/field | 20.5 fields | 1/2,840 pop |
| Soccer/Football | | | | | | |
| Practice/Informal | 4.4 | 587 | 3x | 11 players/field | 17.8 fields | 1/3,270 pop |
| Picnicking (Non-Group) | 8.5 | 762 | 1.5x | 4 persons/table | 127 tables | 1/460 pop |
| Tot Lots/Playgrounds | 11.5 | 2,061 | 4x | 20 persons/hour | 25.8 areas | 1/2,250 pop |
| Swimming (Pool) | 8.8 | 773 | 2x | 25 sq ft/swimmer | 2.9 pools | 1/19,900 pop |
| Tennis | 4.2 | 383 | 6X | 3 persons/court | 21.3 courts | 1/2,730 pop |
| Golf | | | | | | |
| Courses | 4.8 | 514 | 40x | 3.8 persons/group | 3.4 courses | 1/17,200 pop |
| Driving Range | 2.7 | 289 | 10x | 20 persons/hour | 1.4 ranges | 1/40,300 pop |
| Basketball | | | | | | |
| Adult | 1.1 | 41 | 3x | 10 players/court | 1.4 courts | 1/42,800 pop |
| Youth | 1.4 | 52 | 3x | 10 players/court | 1.7 courts | 1/33,600 pop |
| Practice/Informal | 4.6 | 171 | 3x | 10 players/court | 5.7 courts | 1/10,200 pop |
| Gymnastics | 1.4 | 194 | 4x | 30 persons/hour | 1.6 rooms | 1/36,000 pop |
| Jogging | 13.2 | 449 | 1x | 90 persons/mile | 5.0 miles | 1/11,700 pop |
| Bicycling | 21.2 | 3,264 | 2x | 23 bicycles/mile | 71.0 miles | 1/820 pop |
| Hiking/Walking | 47.8 | 5,568 | 2x | 24 persons/mile | 116.0 miles | 1/500 pop |
| Horseback Riding | 6.0 | 482 | 2x | 5 horses/mile | 48.2 miles | 1/1,208 pop |
| Volleyball | 1.8 | 260 | 3x | 12 persons/court | 7.2 courts | 1/8,050 pop |
| Racquetball/Handball | 1.5 | 208 | 10x | 2 persons/court | 10.4 courts | 1/5,600 pop |
| Exercise Course | 5.3 | 1,110* | 10x | 20 persons/hour | 5.6 courses | 1/10,480 pop |
| Indoor Classes | | | | | | |
| Adult | 3.4 | 653 * | 2x | 30 persons/class | 10.9 classrooms | 1/5,350 pop |
| Youth | 2.2 | 422 * | 2x | 30 persons/class | 7.0 classrooms | 1/8,300 pop |
| Total Classes | | | | | 17.9 classrooms | 1/3,250 pop |

*Demand not adjusted for location or private vs. public facility

**For field sports, the number of players on the field per game allows for resting of fields.

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# DEMAND FOR FACILITIES BASED ON PARTICIPATION RATES IN RECREATION ACTIVITES

## City of Lake Forest - Current (1993) Levels

| Activity | Per Capita Participation Days/Year | Peak Day Demand (Participants) | Turnovers Per Day | Design Standard for Facility** | Number of Facilities Demanded (Assume All Lighted) | Facility Need Ratio - City of Lake Forest |
|---|---|---|---|---|---|---|
| Softball Fields: | | | | | | |
| Organized Youth | 3.1 | 331 | 4x | 18 players/field | 4.6 fields | 1/12,670 pop |
| Organized Adult | 3.1 | 476 | 4x | 20 players/field | 5.9 fields | 1/9,800 pop |
| Practice/Informal | 3.1 | 418 | 4x | 20 players/field | 5.2 fields | 1/11,150 pop |
| Baseball Fields: | | | | | | |
| Organized Youth | 6.0 | 1,014 | 4x | 18 players/field | 14.1 fields | 1/4,130 pop |
| Organized Adult | | 108 | 4x | 18 players/field | 1.5 fields | 1/38,800 pop |
| Practice/Informal | 2.9 | 330 | 4x | 9 players/field | 9.2 fields | 1/6,350 pop |
| Soccer | | | | | | |
| Organized Games | 5.0 | 2,704 | 8x | 22 players/field | 15.4 fields | 1/3,800 pop |
| Soccer/Football | | | | | | |
| Practice/Informal | 4.4 | 587 | 4x | 11 players/field | 13.4 fields | 1/4,360 pop |
| Tennis | 4.2 | 383 | 8X | 3 persons/court | 16.0 courts | 1/3,640 pop |

*Demand not adjusted for location or private vs. public facility

**For field sports, the number of players on the field per game allows for resting of fields.

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# NEEDS ASSESSMENT

## PARK STANDARDS

The National Recreation and Park Association (NRPA) has established park standards for most types of recreation facilities. These standards indicate the number of facilities required based on population. For example, the NRPA standards show that one tennis court is required for every 2,000 people in the city. This is expressed as the ratio 1/2,000.

The NRPA standards were used as a base, but the park standards or "Facility Need Ratios" for Lake Forest were developed as previously described to reflect the specific characteristics of the City. The park standards established by other local communities and by major cities across the nation were reviewed in order to establish the most appropriate Facility Need Ratios for Lake Forest. Adjustments to this information were made based on community input. This information is included in the following table.

Other alternative approaches for defining Facility Need Ratios are discussed here to provide options for future updates of the Master Plan. Through an extended phone interview residents can be surveyed regarding the frequency that they participate in specific recreation activities. The resulting "participation rates" can be used as a basis for developing Facility Need Ratios. These ratios could lend more accuracy to existing recreation patterns in the City. Another valuable approach for determining need involves interviewing leaders of sports leagues to develop an understanding of their specific requirements.

# CITY OF LAKE FOREST NEEDS ANALYSIS - 1993 ESTIMATE

| Facility | Facility Need Ratio - City of Lake Forest | NRPA Standards | Kansas City | Washington D.C. | Dallas | Laguna Hills, CA | Capo Bay | Upland | Temecula | Corona | Rancho Mirage |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Softball Fields: | | | | | | | | | | | |
| Organized Youth | 1/9,500 | | | | | 1/6,800 | | 1/7,100 | 1/7,300 | 1/11,000 | 1/8,200 |
| Organized Adult | 1/7,330 | 1/5,000 | 1/1,500 | 1/7,500 | 1/4-6,000 | 1/7,300 | 1/3,000 | 1/9,100 | 1/5,500 | 1/13,500 | |
| Practice/Informal Play | 1/8,360 | | | | | 1/6,500 | | 1/6,500 | 1/5,400 | 1/5,400 | 1/12,300 |
| Baseball Fields: | | | | | | | | | | | |
| Little League | 1/3,100 | N/A | 1/3,000 | 1/7,500 | | 1/4,500 | 1/5,000 | 1/5,000 | 1/4,500 | 1/9,900 | 1/12,000 |
| Adult | 1/29,000 | 1/5,000 | | | | 1/27,200 | | 1/22,700 | 1/8,000 | 1/40,000 | 1/47,900 |
| Practice/Informal Play | 1/4,760 | | | | | 1/7,900 | | N/A | 1/6,000 | N/A | N/A |
| Football | | | | | | | | | | | |
| Organized Games | 1/17,400 | 1/20,000 | 1/4,000 | 1/20,000 | 1/4-6,000 | 1/17,400 | 1/15,000 | 1/25,350 | 1/11,600 | 1/12,000 | 1/14,500 |
| Soccer Fields | | | | | | | | | | | |
| Organized Games | 1/2,840 | 1/10,000 | | | | 1/2,450 | | 1/3,300 | 1/2,600 | 1/6,600 | 1/8,000 |
| Soccer Fields/Football Fields | | | | | | | | | | | |
| Practice/Informal | 1/3,270 | | | | | 1/2,800 | | 1/3,700 | 1/2,500 | N/A | N/A |
| Picnic Tables | 1/460 | | 1/125 | | 1/300 | 1/475 | 1/1,000 | 1/500 | 1/345 | 1/525 | 1/525 |
| Tot Lots/Playgrounds | 1/2,250 | | 1/1,000 | 1/1,000 | | 1/2,000 | 1/5,000 | 2/2,200 | 1/1,350 | N/A | 1/10,900 |
| Swimming Pools | 1/19,900 | 1/20,000 | 1/5,000 | | | 1/19,900 | 1/20,000 | 1/38,000 | 1/16,300 | 1/37,000 | 1/29,600 |
| Tennis Courts | 1/2,730 | 1/2,000 | 1/1,500 | | 1/2-4,000 | 1/2,700 | 1/2,000 | 1/2,500 | 1/3,200 | 1/2,800 | 1/2,300 |
| Golf Courses | 1/17,200 | 1/50,000 | | | 1/125,000 | 1/17,200 | | 1/22,300 | 1/16,200 | 1/40,000 | 1/5,600 |
| Driving Ranges | 1/40,300 | 1/50,000 | | | | 1/38,800 | | 1/72,500 | 1/34,000 | | N/A |
| Basketball Courts | | | | | | | | | | | |
| Organized Adult (Gym) | 1/42,800 | | 1/1,000 | 1/2,500 | 1/100,000 | 1/42,800 | | 1/36,200 | 1/33,600 | 1/60,000 | 1/17,800 |
| Organized Youth (Gym) | 1/33,600 | 1/5,000 | | | | 1/36,200 | | 1/47,100 | 1/27,700 | | |
| Practice/Informal (Outdoor) | 1/10,200 | 1/10,000 | | 1/7,500 | 1/3-6,000 | 1/11,000 | 1/1,500 | 1/12,400 | 1/8,300 | 1/20,000 | |
| Jogging Paths (mi.) | 1/11,700 | | 1/2,000 | | | 1/11,900 | | 1/11,200 | 1/13,900 | 1/18,000 | 1/14,500 |
| Bicycling Paths (mi.) | 1/820 | | | | L-1 Mile | 1/870 | | 1/1,000 | 1/610 | 1/2,000 | 1/2,100 |
| Walking Paths (mi.) | 1/500 | | 1/4,000 | | 2/10,000 | 1/500 | | N/A | 1/550 | N/A | N/A |
| Horse Trails (mi.) | 1/1,280 | | 1/6,250 | | | 1/1,200 | | N/A | 1/1,500 | N/A | N/A |
| Volleyball Courts | 1/8,050 | 1/5,000 | 1/3,000 | | | 1/7,600 | 1/5,000 | 1/8,500 | 1/8,000 | 1/7,700 | 1/7,300 |
| Racquet/Handball Courts | 1/5,600 | 1/20,000 | 1/5,000 | | | 1/6,500 | 2/20,000 | 1/4,900 | 1/6,500 | 1/4,000 | 1/4,500 |
| Exercise Centers | 1/10,480 | | | | | 1/10,300 | | 1/13,000 | 1/9,900 | 1/12,000 | 1/12,200 |

# CITY OF LAKE FOREST NEEDS ANALYSIS - 1993 ESTIMATE

| Facility | Facility Need Ratio - City of Lake Forest | NRPA Standards | Kansas City | Washington D.C. | Dallas | Laguna Hills, CA | Capo Bay | Upland | Temecula | Corona | Rancho Mirage |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Indoor Classrooms* | | | | | | | | | | | |
| Adult | 1/5,350 | | | 1/7,500 | | 1/8,700 | | | 1/7,000 | 1/4,400 | 1/12,600 |
| Youth | 1/8,300 | | | | | 1/6,100 | | | 1/13,000 | N/A | 1/8,300 |
| Total | 1/3,250 | | | | | 1/3,600 | | | 1/4,500 | 1/2,500 | 1/3,200 |
| Amphitheatre/Stage/Gazebo | 1/20,000 | | | 1/50,000 | | 1/20,000 | 1/20,000 | | | | |
| Archery | 1/50,000 | 1/50,000 | | 1/20,000 | | 1/50,000 | 1/50,000 | | | | |
| Community/Clubhouse Facility | 1/25,000 | | | | 1/20-30,000 | 1/25,000 | 1/25,000 | | | | |
| Wading Pool | N/A | | | | | N/A | N/A | | | | |
| Seniors Facility | 1/40,000 | | | | | 1/40,000 | 1/40,000 | | | | |
| Shuffleboard | 1/10,000 | | 1/2,000 | 1/7,500 | | 1/10,000 | 1/10,000 | | | | |
| Track | 1/20,000 | 1/20,000 | | 1/20,000 | | 1/20,000 | 1/20,000 | | | | |
| Roller Hockey | N/A | | | 1/20,000 | | N/A | N/A | | | | |
| Horse Shoes | 1/40,000 | | 1/2,000 | 1/7,500 | | 1/40,000 | 1/40,000 | | | | |
| BBQ (Group) | 1/1,500 | | | | | 1/1,500 | 1/1,500 | | | | |
| Picnic Tables (Group) | 1/1,000 | | | | | 1/1,000 | N/A | | | | |
| Picnic Shelter | 1/5,000 | | 1/2,000 | | | 1/5,000 | 1/1,000 | | | | |
| Gymnasium | | | | 1/20,000 | | 1/23,000 | N/A | | | | |
| Auditorium | | | | 1/20,000 | | 1/23,000 | 1/25,000 | | | | |

* Classrooms average 500-800 sq. ft. for youth and adult classes.

## SURPLUSES AND DEFICIENCIES

The Facility Needs Ratios were compared to existing recreation facilities in Lake Forest in order to determine how well the residents are served by current conditions. On the following table, which documents the results of this study, each type of recreation facility is listed on the left side of the chart. The Facility Need Ratio listed in the second column from the left identifies the minimum standard established by the Master Plan Team. When this ratio is applied to each facility based on the population, a current need figure results, which is listed in the third column from the left. The remaining columns list existing facilities at parks, schools, and private facilities and identifies the surplus and deficit numbers resulting when existing facilities are compared to the current need figure.

Some school facilities are tabulated using a 50% credit because of their limited availability. Private facilities are also given partial credit due to the limited areas that they serve. The column on the far right details the total surplus and deficit number for each type of facility.

# CITY OF LAKE FOREST NEEDS ANALYSIS - 1993 ESTIMATE

| Facility | Facility Need Ratio - City of Lake Forest | 1993 Needs | Existing City/Public Facilities | Surplus/ Deficit (-) | School Facilities Available (50%/100%) | Total School Facilities Available | Surplus/ Deficit(-) | Existing Private Facilities (%) | Total Private Facilities Available | Total Surplus/Deficit(-) |
|---|---|---|---|---|---|---|---|---|---|---|
| Softball Fields: Organized Youth | 1/9,500 | 6<br>5 | -0- | -6 | 4(100) | 4 | -2 | -0- | -0- | -2 |
| Organized Adult | 1/7,300 | 8<br>6 | -0- | -8 | 2(50) | 1 | -7 | 1(4%) | -0- | -7 |
| Practice/Informal Play | 1/8,360 | 7<br>5 | 1 | -6 | -0-(100) | -0- | -6 | -0- | -0- | -6 |
| Baseball Fields: Little League/Pony | 1/3,100 | 19<br>14 | 4 | -15 | 6(100) | 6 | -9 | -0- | -0- | -9 |
| Senior | 1/29,000 | 2<br>2 | -0- | -2 | 2(100) | 2 | -0- | -0- | -0- | -0- |
| Practice/Informal Play | 1/4,760 | 12<br>9 | -0- | -12 | 11(100) | 11 | -1 | -0- | -0- | -1 |
| Football Organized Games | 1/17,100 | 3 | -0- | -3 | 1(100) | 1 | -2 | -0- | -0- | -2 |
| Soccer Fields Organized Games | 1/2,840 | 21<br>15 | 2 | -19 | 11(100) | 11 | -8 | -0- | -0- | -8 |
| Soccer Fields/ Football Fields Practice/Informal | 1/3,270 | 18<br>13 | -0- | -18 | 1(100) | 1 | -17 | -0- | -0- | -17 |
| Picnic Tables | 1/460 | 127 | 47 | -80 | -0-(50) | -0- | -80 | 50(38%) | 19 | -61 |
| Tot Lots/Playgrounds | 1/2,250 | 26 | 17 | -9 | 15(50) | 8 | -1 | 14(42%) | 6 | 5 |
| Swimming Pools | 1/19,900 | 3 | -0- | -3 | 1(50) | 1 | -2 | 20(43%) | 9 | 7 |
| Tennis Courts | 1/2,730 | 21<br>16 | 7 | -14 | 13(50) | 7 | -7 | 32(40%) | 13 | 6 |

# CITY OF LAKE FOREST NEEDS ANALYSIS - 1993 ESTIMATE

| Facility | Facility Need Ratio - City of Lake Forest | 1993 Needs | Existing City/Public Facilities | Surplus/ Deficit (-) | School Facilities Available (50%/100%) | Total School Facilities Available | Surplus/ Deficit(-) | Existing Private Facilities (%) | Total Private Facilities Available | Total Surplus/Deficit(-) |
|---|---|---|---|---|---|---|---|---|---|---|
| Golf Courses | 1/17,200 | 3 | 1 | -2 | -0 (50) | -0- | -2 | -0- | -0- | -2 |
| Driving Ranges | 1/40,300 | 1 | 1 | -0- | -0-(50) | -0- | -0- | -0- | -0- | -0- |
| Basketball Courts Organized Adult (Gym) | 1/42,800 | 1 | -0- | -1 | 0 (50) | -0- | -1 | -0- | -0- | -1 |
| Organized Youth (Gym) | 1/33,600 | 2 | -0- | -2 | 1(100) | 1 | -1 | -0- | -0- | -1 |
| Practice/Informal | 1/10,200 | 6 | 8-1/2 / 1-full | -1 | 4-1/2 / 40-full(50) | 21 | 20 | 10 (37%) | 4 | 24 |
| Gymnastics (Gym) | 1/36,000 | 1 | -0- | -1 | 1(50) | 1 | -0- | -0- | -0- | -0- |
| Jogging Paths (mi.) | 1/11,700 | 5 mi | 8 3 mi | 3 3 mi | -0- | -0- | 3 3 mi | -0- | -0- | 3 3 mi |
| Bicycling Paths (mi.) | 1/820 | 71 mi | 26 3 mi | -44 7 mi | -0- | -0- | -44 7 mi | -0- | -0- | -44 7 mi |
| Walking Paths (mi.) | 1/500 | 116 mi | 32 mi | -84 mi | -0- | -0- | -84 mi | -0- | -0- | -84 mi |
| Horse Trails (mi.) | 1/1,208 | 48 mi | 8 3 mi | -39 7 mi | -0- | -0- | -39 7 mi | -0- | -0- | -39 7 mi |
| Volleyball Court | 1/8,050 | 7 | 6 | -1 | 1(50) | 1 | -0- | 4(33%) | 1 | 1 |
| Racquet/Handball Courts | 1/5,600 | 10 | 6 | -4 | 8(50) | 4 | -0- | 1(1%) Paddle Tennis | -0- | -0- |
| Exercise Courses | 1/10,480 | 6 | 1 | -5 | 1(50) | 1 | -4 | -0- | -0- | -4 |
| Classrooms* Adult | 1/5,350 | 11 | - | - | (50) | - | - | | - | - |
| Youth | 1/8,300 | 7 | - | - | (50) | - | - | | - | - |
| Total | 1/3,250 | 18 | -0- | -18 | 318(50) | 159 | 141 | 10(16%) | 1 | 142 |
| Amphitheatre/Stage/Gazebo | 1/20,000* | 3 | -0- | -3 | -0- | -0- | -3 | 1(23%) | 1 | -2 |
| Archery | 1/50,000* | 1 | -0- | -1 | -0- | -0- | -1 | -0- | -0- | -1 |
| Community/Clubhouse Facility | 1/25,000* | 2 | -0- | -2 | -0- | -0- | -2 | 10(16%) | 1 | -1 |
| Wading Pool | N/A | - | -0- | - | -0- | -0- | - | 4(32%) | 1 | 1 |
| Seniors Facility | 1/40,000* | 1 | -0- | -1 | -0- | -0- | -1 | 5(2%) | -0- | -1 |

Phase I

| Facility | Facility Need Ratio - City of Lake Forest | 1993 Needs | Existing City/Public Facilities | Surplus/ Deficit (-) | School Facilities Available (50%/100%) | Total School Facilities Available | Surplus/ Deficit(-) | Existing Private Facilities (%) | Total Private Facilities Available | Total Surplus/Deficit(-) |
|---|---|---|---|---|---|---|---|---|---|---|
| Shuffleboard | 1/10,000* | 6 | -0- | -6 | -0- | -0- | -6 | 7(10%) | 1 | -5 |
| Track | 1/20,000* | 3 | -0- | -3 | 2(50) | 1 | -2 | -0- | -0- | -2 |
| Roller Hockey | N/A | - | -0- | - | -0- | -0- | - | -0- | -0- | -0- |
| Horse Shoes | 1/40,000* | 1 | -0- | -1 | -0- | 0- | -1 | -0- | -0- | -1 |
| BBQ (Group) | N/A | - | 4 | 4 | -0- | -0- | 4 | 2(1%) | -0- | 4 |
| BBQ (Individual) | 1/1,500* | 39 | 12 | -27 | -0- | -0- | -27 | 22(36%) | 8 | -19 |
| Concession Stand | N/A | - | -0- | - | -0- | -0- | - | 1(33%) | -0- | -0- |
| Picnic Tables (Group) | N/A | - | 8 | 8 | -0- | -0- | 8 | 4(1%) | -0- | 8 |
| Picnic Shelter | 1/5,000* | 12 | 3 | -9 | -0- | -0- | -9 | 2(27%) | -0- | -9 |
| Restrooms | N/A | - | 1 | 1 | - | - | 1 | 28(41%) | 11 | 12 |
| Maintenance Structure | N/A | - | -0- | 0 | 0 | 0 | 0 | 6(31%) | 2 | 2 |
| Bike Racks | N/A | - | 83 | 83 | ± 250(50) | ± 125 | ± 208 | 12(36%) | 4 | ± 212 |
| Interpretive Opportunities | N/A | - | 6 | 6 | -0- | -0- | 6 | 2(31%) | 1 | 7 |
| Equestrian Facility | N/A | - | 6 | 6 | -0- | -0- | 6 | 1(100%) | 1 | 7 |

*Unadjusted NRPA Standard (questions not asked on survey/workshop-no indication/reason to adjust)

-not lighted

-lighted

## SERVICE AREAS

Currently the Lake Forest park system consists of only one community park and several neighborhood parks. Neighborhood parks typically serve an immediate residential area, usually within a half mile walking distance, and provide for daily recreation needs. Facilities at neighborhood parks typically include open play fields, walks, benches, picnic tables, tot lots, and elementary-age play areas. Community parks are typically larger in size than neighborhood parks and include major destination oriented recreation facilities such as a community center, baseball and soccer fields, and tennis courts. A community park is usually centrally located in the City to serve the entire community.

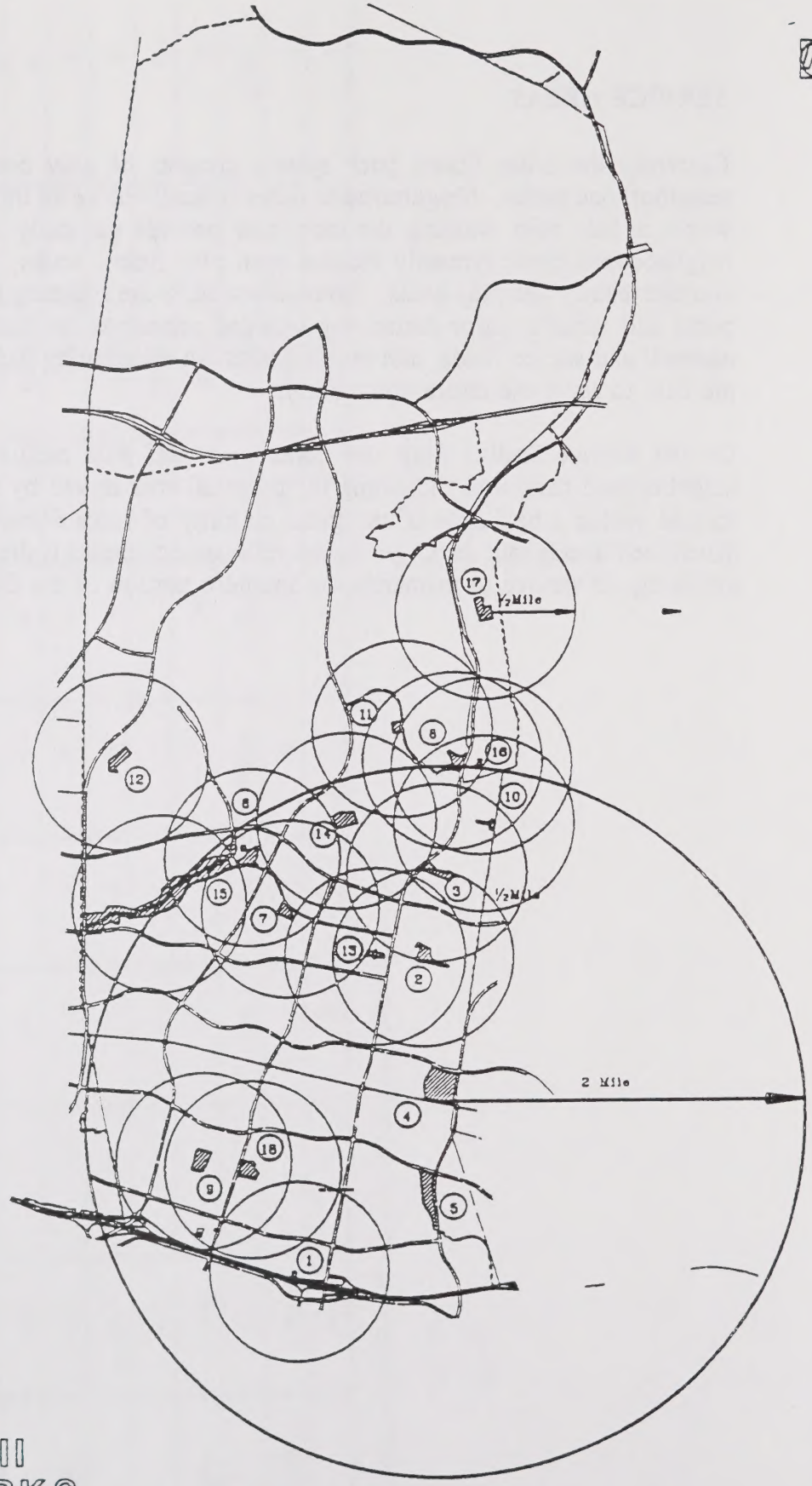
On the Service Radius Map that follows, a half mile radius is drawn around each of the neighborhood park sites indicating the potential area served by each park. Recreation space is located within a half mile of the great majority of Lake Forest residents, so parkland is well distributed throughout the City. A two mile service radius is drawn around the community park indicating its service to primarily the southern portion of the City.

## CITY PARKS

1. Cavanaugh Mini Park (0.2 ac.)
2. Cherry Park (4.5 ac.)
3. Darrin Park (3.1 ac.)
4. El Toro II (upper) (12.4 ac.)
5. El Toro Park I (10.0 ac.)
6. Heritage Hill Historical Park and Museum
7. Lake Forest Park (2.3 ac.)
8. Montbury Park (3.5 ac.)
9. Mountain View Park (5.3 ac.)
10. Pebble Creek Park (1.9 ac.)
11. Pittsford Park (10.0 ac.)
12. Rancho Serrano Park (5.1 ac.)
13. Ranchwood Park (1.9 ac.)
14. Rimgate Park (5.0 ac.)
15. Serrano Creek Park (44 ac.)
16. Sundowner Park (10.8 ac.)
17. Vintage Park (4.8 ac.)
18. Village Pond Park (1.7 ac.)

½ Mile — Neighborhood Park ½ Mile Service Radius

2 Mile — Community Park 2 Mile Service Radius




# SERVICE RADII
# EXISTING PARKS
# GENERAL PLAN RECREATION ELEMENT
# CITY OF LAKE FOREST

RJM DESIGN GROUP, INC.

# PROGRAMS

## 10.0 RECREATION PROGRAMS

Recreation programs are an important service that the City of Lake Forest can provide for its citizens. Lake Forest is a new City in the process of developing a long term approach for offering quality recreation programs for all ages. Currently, locations for some types of programs, such as arts and crafts and large group meetings are limited in the City; but the proposed community center will eventually provide a focal point for most program offerings in the future. Until that time, existing parks, schools, and private facilities will be used for City programs.

### 10.1 EXISTING PROGRAMS

In order to understand the full range of recreation program needs in the City, the City Staff developed a list of programs offered by other agencies private concerns. Residents have access to a surprisingly wide variety of programs offered by the Saddleback Valley Unified School District's Recreation Department and Adult Education Department. Other programs are offered by private businesses and the wide variety of youth sports groups in the area. Current programs serve all age groups, from tiny tots to Senior Citizens. Some programs are held in the City of Lake Forest, others are offered in adjacent cities.

The table of existing programs is divided into four categories: sports related programs, education and entertainment, human services, and cultural arts. Sports related programs comprise the largest category with a large range of opportunities for school age children. According to the youth sports leaders, baseball, softball and soccer have very high rates of participation. Adults are currently served by sports leagues and classes although the variety of offerings is much less for adults than for children.

The education and entertainment category also serves all ages. Most of these programs take place outside the City.

Youth are served by SVUSD Recreation Department offerings as well as by some privately offered programs for music and reading, but this age group could benefit by a wider variety of programs offered more conveniently at City locations. Adults are well served by programs offered by the SVUSD Adult Education Department, and these programs are typically located at El Toro High School. Senior Citizens also have some important programs offered by Adult Education as well as a wealth of programs offered by the Laguna Hills Senior Center located at Willow Tree Center at Moulton Parkway and El Toro Road.

The human services category includes a variety of services for the community, many of them provided by private organizations. There are charities providing food, shelter, counseling, and other basics for people in need. Programs on health issues are offered by the Saddleback Hospital and by Adult Education. Programs for the disabled are provided by Goodwill Industries and the school district. (Drug and gang education and prevention programs are provided for school age children by the Sheriff's Department.) Seniors are served with human services programs offered by the Laguna Hills Senior Center. Adult Education offers a discussion group for teens and a parenting class for teens, but more programming for teens is needed.

Cultural arts opportunities within Lake Forest are limited suggesting a great need in the City. Some dance and drama classes are offered by the School District, but they are primarily held outside the City. Arts related programs offered within the City could provide a great service to residents.

## 10.2 PRIORITIES FOR FUTURE PROGRAMS

### A. Teens and Youth

Programs for youth and teens are a top priority in Lake Forest. Particularly related to public safety issues, such as gang prevention, at risk youth programs, neighborhood playground programs, etc. Public safety related recreation and outreach programming should be coordinated with law enforcement, probation and other appropriate agencies. Programs could potentially be offered at school sites until classrooms in community and neighborhood centers are available.

Programs for teens can include:

- Human services--peer counseling, hot line, scholarships
- Community service--teen volunteer program for helping at civic activities, holiday events for younger children, park and trail clean up days
- Education--babysitting training, self defense, arts and crafts
- Social programs--dances, excursions, summer activities, music listening
- Sports programs--5 and 10k runs, bike rides

Programs for younger school age children and also for preschool children could include:

| School Age Children | Preschool Children |
|---|---|
| After school care | Day care |
| Sports clubs and classes | Gymboree |
| Holiday programs | Holiday programs |
| Summer activities | Story time |
| Education programs | My parent and me classes |
| Cultural arts programs | Cultural arts programs |

### B. Senior Citizens

The Laguna Hills Senior Center is available to the citizens of Lake Forest, but due to the distance many older adults are unable to take advantage of the wide variety of programs offered at this center. The City is interested in offering affordable recreation programs that supplement those offered by the Senior Center and by Adult Education. These programs could include social activities such as dances, bingo, education and entertainment classes, such as arts and crafts, cooking, financial planning, trips and tours, and human services programs.

C. Adults

A wider variety of programs is needed for adults. Parenting workshops, recreational sports, crafts, health classes and networking programs would be valuable offerings for adults. Community input from the workshops indicated that bike/hiking/nature trails were important in the City. Associated with the trails is a potential for programs for all ages relating to trail use, such as guided nature walks, bike tours and races, competitive runs, and classes on trail safety and etiquette.

D. Cultural Arts

Cultural arts programs can fill an important need within the City. The proposed Community Center will be a multi-purpose facility that may include a stage, although this building will not be a performing arts theater. This facility can provide a place for fine art classes and exhibits, music, dance, and drama classes. The proposed Community Park can be the focal point for an annual community events such as Christmas caroling, 4th of July celebrations, etc.

## 10.3 METHODS FOR DEVELOPING PROGRAMS

In order to develop a successful recreation program in Lake Forest, multi-purpose rooms and classrooms need to be developed. In the short term, the City's best opportunity for addressing the immediate need is to utilize vacant commerical space. In the long term, the proposed community and neighborhood centers will provide the ideal location for all types of programs.

The City of Lake Forest has more than one option for providing programs for its residents of Lake Forest. One of these options includes contracting with the SVUSD Recreation Department to offer programs in the City. Another option is for the Department to increase its staff in order to develop an array of programs. All potential options for addressing program needs in the City will be evaluated by the City.

Funding is another important aspect of recreation programs. Some programs may be supported solely by tax dollars. Programs with high social significance to the community, such as teen activities to discourage gang activity, could be funded in this way. Other programs, such as youth sports, may be partially funded by tax dollars and partially funded by team fees. Special interest programs, such as arts and crafts, can be wholly supported by user fees.

PARKS AND RECREATION
CITY OF LAKE FOREST

## LIST OF PRIVATE CONCERNS THAT OFFER PROGRAMS

October 12, 1993

The following list compiled by the City Staff illustrates the wide variety of recreation programs and activities available to residents of the City of Lake Forest. These activities are not necessarily offered within the City limits, but are within the general vicinity. This list is not intended to be all incompassing, but rather to give the general public an idea of the wide variety of activities and programs available and/or the organization that offers them.

### SPORTS RELATED PROGRAMS

#### Aerobics

El Toro Physical Fitness Center
24356 Muirlands Blvd., Lake Forest
(714) 581-6622

World Gym Lake Forest
22600 Lambert #1204, Lake Forest
(714) 770-2271

SVUSD Recreation Department
District Offices
25631 Diseno Dr., Mission Viejo

#### Baseball

American Amateur Baseball Congress
24171 Fairway Ln., Coto De Caza
(310) 904-7891 / Douglas LaFevre

El Toro Pony Baseball
25422 Trabuco Rd. #105-164, Lake Forest
(714) 588-1854 / Glenn Glasshagel

Lake Forest Little League
25422 Traabuco Rd., #105-472, Lake Forest
Clint Mayers-President

Saddleback Little League
P.O. Box 502, Lake Forest
(714) 770-2074 / Harold Midence

Basketball

SVUSD Recreation Department
El Toro High School
25255 Toledo Way, Lake Forest
(714) 586-6333

Bicycling

Bicycles Etc.
24844 Muirlands Blvd., Lake Forest
(714) 581-8900

Billards

Big Shots
23512 El Toro Rd., Lake Forest
(714) 830-2255

Plush Pocket Billard Club
24356 Swartz Rd., Lake Forest
(714) 951-7665

Bowling

Forest Lanes Bowling Center
22771 Centre Dr., Lake Forest
(714) 770-0055

Saddleback Lanes
25402 Marguerite Parkway, Mission Viejo
(714) 586-5300

Disabled Program

SVUSD Department of Adult Education
Esperanza School
25121 Pradera, Mission Viejo
(714) 830-5476

Flag Football

South Orange County Sports Men's League
Ric Nichols (714) 380-7267

Flag Football - continued

SVUSD Recreation Department
Glen Yermo Elementary
26400 Trabuco Rd., Mission Viejo

Football

Saddleback Valley Pop Warner
Mike Morales (714) 951-3229

SVUSD Recreation Department
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

Golf

18 Holes

Casta del Sol
27601 Casta del Sol, Mission Viejo
(714) 581-0940

The Links at Monarch Beach
23841 Stonehill Drive, Laguna Niguel
(714) 240-8247

SVUSD Recreation Department
Lake Forest Golf & Practice Center
23308 Cherry Ave., Lake Forest
(714) 859-1455

Los Alisos Intermediate Day Camp
25171 Moor Ave., Mission Viejo
(714) 768-0981

Gymnastics

Mission Viejo Gymnastic Center
23722 Via Fabricante, Mission Viejo
(714) 830-7252

Gymnastics - continued

U.S. Gymnastics Training Center
26631 Cabot Rd., Laguna Hills
(714) 830-7252

Horseback Riding

Serrano Creek Ranch Equestrian Center
25201 Trabuco Rd., Lake Forest
(714) 768-5891

Inline Skating

SVUSD Recreation Department Day Camp
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

Martial Arts

Japan Karate Association
23201 Orange Ave., Lake Forest
(714) 855-0285

Karate Institute of America
22622 Lambert, Lake Forest
(714) 581-9040

Martial Arts Health & Fitness Center
24301 Muirlands Blvd., Lake Forest
(714) 855-0210

United Studios of Self Defense
25381 Alicia Parkway, Laguna Hills
(714) 770-0959

SVUSD Recreation Department
Japan Karate Association
23201 Orange Ave., Lake Forest
(714) 855-0285

Racquetball

Pay -n- Play Racquetball
24412 Muirlands Blvd., Lake Forest
(714) 583-1959

Roller Hockey

SVUSD Recreation Department
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

Slow Pitch Softball

SVUSD Recreation Department
25631 Diseno Dr., Mission Viejo
(714) 768-0981

Soccer

AYSO-Region 85
Roland Ramirez (310) 593-6114

Mission Viejo Pateadores Soccer Club
James Hutchinson (714) 830-4656

Saddleback Mini Soccer League
Joe Laverde (714) 262-5311

Saddleback Valley Soccer Club
Harold Midence (714) 586-9121

Triad Soccer Club
Mike Dunn (714) 586-8534

SVUSD Recreation Department
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

### Swimming

El Toro High School
25255 Toledo Way, Lake Forest
(714) 586-6333

SVUSD Recreation Department
Esperanza School
25152 Pradera, Mission Viejo
(714) 768-0981

### Tennis

American Youth Tennis Foundation
2033 Lake Forest Dr., Lake Forest
(714) 454-8577

SVUSD Recreation Department
District Offices
25631 Diseno Dr., Mission Viejo
(714) 768-0981

### Track and Field

SVUSD Recreation Department
District Offices
25631 Diseno Dr., Mission Viejo
(714) 768-0981

### Volleyball

SVUSD Recreation Department
Alicia Park Sand Courts
(714) 768-0981

### Weight Training

El Toro Physical Fitness Center
24356 Muirlands Blvd., Lake Forest
(714) 581-6622

World Gym Lake Forest
22600 Lambert #1204, Lake Forest
(714) 770-2271

Weight Training - continued

SVUSD Recreation Department
El Toro High School Wrestling Camp
25255 Toledo Way, Lake Forest
(714) 768-0981

## EDUCATION AND ENTERTAINMENT PROGRAMS

### After School

SVUSD Recreation Department
District Offices
25631 Diseno Dr., Mission Viejo
(714) 768-0981
At Various Locations

### Arts and Crafts

SVUSD Recreation Department
District Offices
25631 Diseno Drive, Mission Viejo
(714) 586-1234

Laguna Hills High School
25401 Paseo de Valencia, Laguna Hills
(714) 768-0981

### Bingo

El Toro High School
25255 Toledo Way, Lake Forest
(714) 586-6333

Laguna Hills Senior Center
24310 Moulton Pkwy., Suite C, Laguna Hills
(714) 707-2620

### Bridge

Laguna Hills Senior Center
24310 Moulton Pkwy., Suite C, Laguna Hills
(714) 707-2620

Community Band

SVUSD Department of Adult Education
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

Computers

SVUSD Department of Adult Education
La Paz Intermediate School
25151 Pradera Drive, Mission Viejo
(714) 768-0981

Laguna Hills High School
25401 Paseo de Valencia, Laguna Hills
(714) 768-0981

Silverado Continuation School
25632 Diseno Dr., Mission Viejo

Trabuco High School
27501 Cordova, Mission Viejo

(714) 837-8830

Cooking

SVUSD Department of Adult Education
El Toro High School
25255 Toledo Way, Lake Forest

Laguna Hills High School
25401 Paseo de Valencia, Laguna Hills
(714) 768-0981

Los Alisos Elementary School
25171 Moor Ave., Mission Viejo

Store for Cooks
30100 Town Center Drive, Laguna Niguel

(714) 837-8830

Day Camp

SVUSD Recreation Department
District Offices
25631 Diseno Drive, Mission Viejo
(714) 768-0981

Dancing

SVUSD Recreation Department
Ballet Conservatory
66 Argonaut, Laguna Hills

Cielo Vista Elementary
21811 Ave de las Funadores, Rancho Santa Margarita

Laguna Dance Theatre
23854 Via Fabricante F-3, Mission Viejo

La Paz Intermediate School
25151 Pradera Drive, Mission Viejo

(714) 768-0981

Dog Obedience

SVUSD Recreation Department
District Offices
25631 Diseno Drive, Mission Viejo
(714) 768-0981

Drama

Children's Theatre Workshop
23822 Sycamore Dr., Mission Viejo
(714) 581-5402

West Coast Performing Arts Center
23581 Madero, Mission Viejo
(714) 588-5805

### Exhibits, Festivals and Fairs

Laguna Niguel City Hall
27821 La Paz Road
(714) 362-4300

Mission Viejo Mall
27000 Crown Valley Pkwy.
(714) 364-1771

San Juan Capistrano City Hall
32400 Paseo Adelanto
(714) 493-1171

### Foreign Language

SVUSD Department of Adult Education
25401 Paseo de Valencia, Laguna Hills
(714) 837-8830

### Gardening

Laguna Hills Nursery
25290 Jeronimo Rd., Lake Forest
(714) 830-5653

McFadden Farms
20683 Canada Rd., Lake Forest
(714) 770-5301

Nukase Brothers Wholesale Nursery
20571 Canada Rd., Lake Forest
(714) 855-4388

### Interior Design

SVUSD Recreation Department
District Offices
25631 Diseno Drive, Mission Viejo
(714) 768-0981

Movies

Edward's Theatres
23633 El Toro Rd., Lake Forest
(714) 581-9500

Saddleback Plaza Cinemas
Saddleback Plaza, Lake Forest

(714) 581-5880

Music

Instrumental
The Music House
23819 El Toro Rd., Lake Forest
(714) 581-1960

SVUSD Recreation Department
Los Alisos Intermediate
25171 Moor Ave., Lake Forest

Rancho Canada Elementary
21801 Winding Way, Lake Forest
(714) 768-0981

Vocal

Candace Thompson School of Music
25571 Forestwood, Lake Forest
(714) 380-1740

Gene Robinson Studio
22032 Lakeland Ave., Lake Forest
(714) 454-8838

Parenting

SVUSD Department of Adult Education
Trabuco Hills High School
27501 Cordova, Mission Viejo

Silverado Continuation School
25632 Diseno Dr., Mission Viejo
(714) 837-8830

### Disabled

Goodwill Industries Project Scope
23421 Southpointe Drive, Laguna Hills
(714) 588-7428

### Charities

Adopt-A-Neighbor
25651 Taladro Circle, Suite H
Mission Viejo, CA 92691
(714) 581-6802

Lutheran Social Service Thrift Shop #3
23532 El Toro Rd., Lake Forest
(714) 768-0405

Saddleback Community Enterprises
22331 El Toro Rd., Suite A, Lake Forest
(714) 581-7112

Saddleback Community Outreach
23011 Moulton Pkwy, Laguna Hills
(714) 380-8144

### Health Education

Laguna Hills Hospital
24552 Pacific Park, Laguna Hills
(714) 831-1800

### Youth Employment

Employment Development Department
23456 Madero
Mission Viejo, CA
(714) 588-3900

### Social Security Assistance

Chet Holifield Federal Building
5th Floor, 24000 Avila Road
Laguna Niguel, CA
(800) 772-1213

## CULTURAL ARTS

### Concerts

Irvine Meadows Amphitheater
8808 Irvine Center Drive
Irvine, CA
(714) 855-4515

### Symphonies

Orange County Performing Art Center
600 Town Center Drive
Costa Mesa, CA
(714) 556-2787

## ADDITIONAL PHONE NUMBERS

Lake Forest/El Toro Chamber of Commerce
25431 Trabuco Road, Suite 2
Lake Forest (714) 581-4545

South Orange County Chamber of Commerce
25431 Cabot Road, Suite 205
Laguna Hills (714) 837-3000

Saddleback Valley Unified School District
25631 Diseno Drive
Mission Viejo (714) 586-1234

Library
24672 Raymond Way
Lake Forest (714) 855-8176

Post Office
24522 Raymond Way,
Lake Forest (714) 837-1220

Photography

SVUSD Department of Adult Education
25401 Paseo de Valencia, Laguna Hills
(714) 837-8830

Reading Improvement

Brittanica Learning Center
25401 Cabot Rd., Laguna Hills
(714) 768-7766

Silverado Learning Center
25542 Jeronimo Road, Mission Viejo

SAT Test Preparation

SVUSD Department of Adult Education
25401 Paseo de Valencia, Laguna Hills
(714) 837-8830

Laguna Hills High School
25401 Paseo de Valencia, Laguna Hills
(714) 837-8830

Sewing

SVUSD Department of Adult Education
El Toro High School
25255 Toledo Way, Lake Forest
(714) 837-8830

Sightseeing

Sports Events

Summer Camp

SVUSD Recreation Department
District Offices
25631 Diseno Drive, Mission Viejo
(714) 768-0981

### Window Shopping

Laguna Hills Mall
24277 Laguna Hills Mall, Laguna Hills
(714) 581-0927

## HUMAN SERVICES

### Community Services

South Orange County Community Services Council
P.O. Box 3112
Mission Viejo, CA 92690
(714) 364-6636

### Youth and Teen

Boy Scouts
(714) 546-4990

Girl Scouts Council of Orange County
(714) 979-7900

Camp Fire, Inc.
(714) 838-9991

### Senior Citizens

Home Helping Hands
23547 Moulton Parkway, Aliso Viejo
(714) 951-0061

Laguna Hills Senior Center
24310 Moulton Pkwy, Aliso Viejo
(714) 380-0155

Orange County Senior Services
24932 Oso Viejo, Mission Viejo
(714) 348-2063

South County Senior Services
407 N. El Camino Real
San Clemente, CA 92672

[illegible] Ph.D. thesis [illegible] August 1966.

[illegible] *Political Movements Against the State*. [illegible] University of California [illegible] Berkeley, [illegible] 1966.